

Consultation Analysis Report

**Consultation on emissions related congestion
charging: August – October 2007**

**Research Study Conducted for
Transport for London**

November 2007

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Executive Summary

Background to the consultation

As part of a range of measures set out in the Mayor's Climate Change Action Plan to reduce London's carbon dioxide (CO₂) emissions and encourage behaviour change towards more sustainable choices, the Mayor announced that he would like to introduce emissions related congestion charges to the central London Congestion Charging Scheme. These would seek to discourage the use of the highest CO₂ emitting cars, encourage the purchase of lower CO₂ emitting cars and increase people's awareness of the impact of their individual choices on the environment. While the focus of the proposals is on CO₂, an air quality element has been incorporated into the low CO₂ discount.

This report concerns the proposals contained in the Variation Order as made on 10 August 2007, which were subject to public and stakeholder consultation until 19 October 2007. As such, it does not take into account any of TfL's recommended modifications to the proposals, which may be found in Chapter 7 of the Report to the Mayor.

The proposals would introduce a 100% discount to the Congestion Charge for drivers of vehicles that emit up to 120g/km of CO₂ (equivalent to VED bands A and B), and which also meet the Euro 4 standard for air pollution emissions, while cars registered after March 2001 emitting the highest levels of CO₂ (226g/km and above of CO₂ - equivalent to VED band G) would be subject to a higher daily charge of £25. Cars with CO₂ emissions of 226g/km and above registered before 23 March 2006 would have been registered as band F but these cars would be treated as band G and equivalent for the purposes of emissions related congestion charging. Cars registered before March 2001 with engine capacities of over 3000cc would also be subject to the higher charge, as such cars also emit high levels of CO₂. Drivers of cars with emissions of 121-225g/km of CO₂ or first registered as new before 1 March 2001 with engines up to and including 3000cc would continue to pay the standard £8 daily charge, as would cars with emissions up to 120g/km CO₂ that did not meet Euro 4 standard for air pollution emissions.

It is proposed that those people currently entitled to the residents' 90% discount who continue to drive cars which would be liable for the higher charge, would no longer be entitled to the discount. They would therefore be required to pay the full higher daily charge of £25, which would apply from 6 October 2008.

Those people entitled to the residents' 90% discount who currently use, or choose to purchase, a vehicle that emits no more than 120g/km of CO₂, and that also meets the Euro 4 standard for air pollution emissions, would be eligible to register for the proposed 100% discount which it was proposed would apply from 4 February 2008.

Other residents who drive a car that has CO2 emissions between 121 and 225 g/km would continue to be eligible for the residents' 90% discount on the standard charge.

Details of the consultation process

This public consultation ran for 10 weeks between 10 August and 19 October 2007. A variety of different communication channels were used in order to raise awareness of the consultation, provide information and allow participation. The following types of submissions were received:

- Paper questionnaire

The information leaflet was available from the TfL website as a pdf download. Any individual or organisation requiring a copy could also ring the helpline operated by Granby on TfL's behalf to request a copy / copies of the leaflet and questionnaire. The questionnaire could be returned to Ipsos MORI via the Freepost address given on the leaflet.

- Online questionnaire

The questionnaire and leaflet were available on the TfL website. People were encouraged to take part in the consultation by completing a questionnaire that formed part of the leaflet. These responses were then collated by TfL into a spreadsheet and sent to Ipsos MORI on a weekly basis.

- Open responses

Both Ipsos MORI and TfL also accepted open responses in the shape of emails and letters from members of the public, organisations and businesses. Any that TfL received were forwarded on to Ipsos MORI.

Table A1: Number of each type of response for the TfL consultation:

Online questionnaires	Paper questionnaires	Emails	Letters	Overall Total
4,564	129	48	90	4,831

Both paper and online questionnaires contained space for free text comments at Question 5.

Number of responses with free text:

Online questionnaires: 3184

Paper questionnaires: 98

Note on consultation responses

It is important to note that the findings reported in this document are from a public consultation and not an opinion poll or referendum. The findings cannot be used to generalise or extrapolate in the same way as representative quantitative research. A consultation seeks information and views relating to the proposals and is not intended to elicit representative samples of opinion.

Typically with such consultations, there can be a tendency for responses to come from those more likely to consider themselves affected and more motivated to express their views. Responses also tend to be more biased toward those people who say they will be negatively impacted by the implementation of this policy. The nature of public consultation is that respondents are self selecting and therefore not necessarily representative of opinion across London.

Main findings from the consultation

A very wide range of views was expressed during the course of the consultation, and it is apparent that opinions are divided on the issue of the proposed scheme. While over half of respondents thought that the proposals would have at least some effect as an incentive to use a lower CO₂ emitting car, through use of a higher charge and discount, these are divided between those who say it will be “very” effective, “a little” effective and “not very” effective. Around one in three consider the scheme will be “not at all” effective.

Within these top level results, a range of issues was raised, the most common of which are explored throughout the main body of this report. There are also considerable differences in views among different population groups, highlighting the fact that no one consistent message emerges. Nevertheless, there are consistent patterns in the propensity of different groups to respond that the proposals are likely to be effective.

These differences can be summarised as follows.

Most likely to say the proposals would be either “*very*” or “*fairly*” effective:

- *See climate change as important;*
- *Do not own a car in their household;*
- *Women;*
- *Aged under 25;*
- *Live in inner London outside the Congestion Charging Zone.*

The consultation generated a higher return of responses from people living in the Congestion Charging Zone (relative to their actual profile within the London population). Respondents from this area were more likely than average to express an unfavourable opinion towards the proposed scheme.

A majority of respondents are aware of environmental issues, with around three in four considering the issue of climate change to be important, and a similar proportion having taken at least three environmentally-friendly actions over the past year. It is worthy of note that those respondents who fall into this “ecologically-conscious” group are more likely to respond that the introduction of the proposed emissions-related higher charge and low CO₂ discount would be effective.

Specific issues raised from free text responses were varied. These submissions tended to be more negative than positive, which is a pattern we commonly find in public consultations, and is likely to relate to the fact that strong objections to any particular issue generate a greater impulse (or sense of duty) to respond. The most common issues to emerge from the free text responses were as follows:

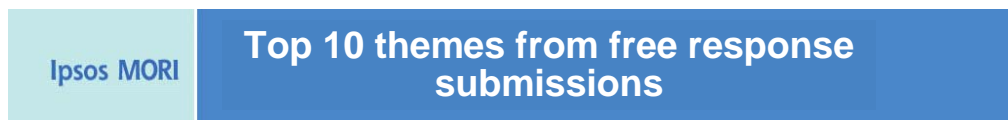
- Objections to further “taxation” and corresponding belief that the proposed scheme is simply a revenue-raising exercise;
- Queries over the suitability of the proposed scheme when integrating with the current Congestion Charge (i.e. will the results of one scheme have an adverse effect on those of the other?);
- That public transport should be further improved in the capital to encourage a greater switch from private to public transport prior to the introduction of the scheme;
- That the proposed scheme is a logical extension of the Mayor’s other policies, or reflects a certain trend inherent in the Mayor’s general political aims and strategic direction;
- That the charge for vehicles should be based on criteria other than those proposed in the consultation.

With regard to the last point, suggestions for criteria on which to base the charge include: the actual carbon dioxide produced rather than the “theoretical” amount produced per kilometre; drivers’ mileage; and vehicle weight, physical size or capacity to take passengers. Also suggested as alternative solutions were a higher tax on fuel in general and road pricing.

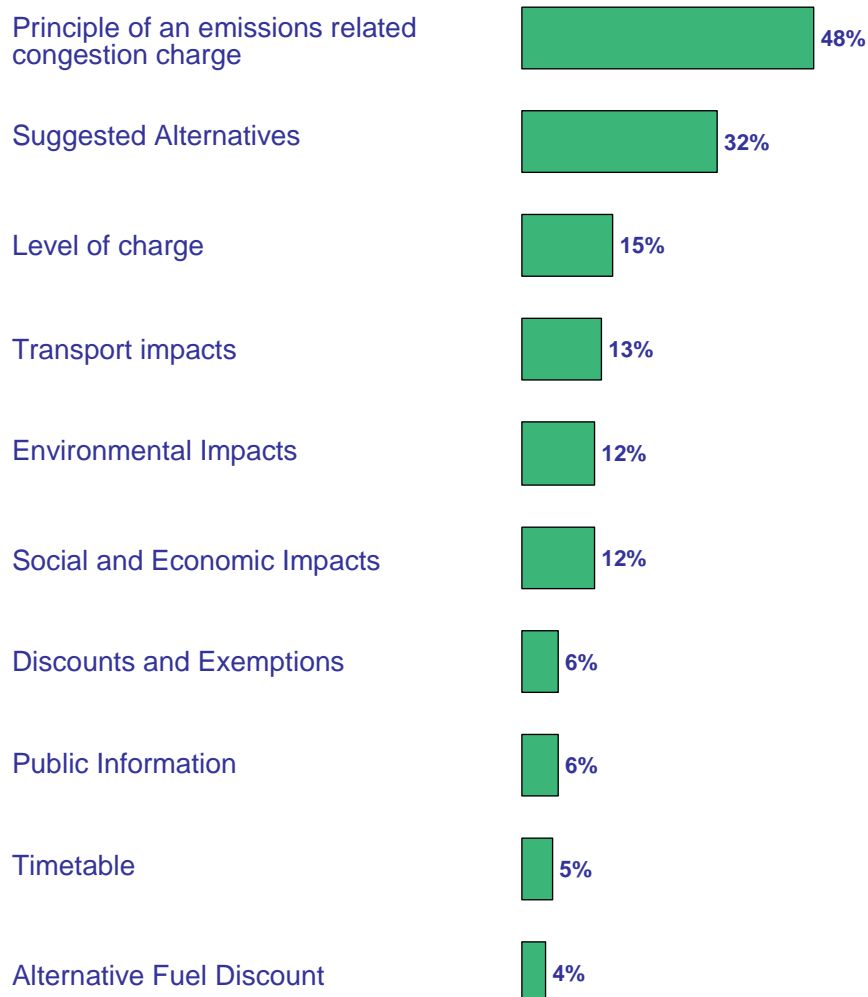
Top ten themes

The ten most common broad themes to emerge from the consultation are shown in Figure A1 below.

Figure A1: Ten most common themes from free text responses to the consultation



Q Do you have any further comments on the proposals?



Base: All (4,831), fieldwork 10 August – 19 October 2007

Publication of the Data

As with all our studies, these findings are subject to our Standard Terms & Conditions of Contract. Any press release or publication of the findings of this consultation requires the advance approval of Ipsos MORI. This would only be refused on the grounds of inaccuracy or misinterpretation of the findings.

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1 Background & objectives

1.1 Ipsos MORI

Ipsos MORI was commissioned by Transport for London (TfL) to carry out an analysis of consultation representations submitted by the general public. This is part of a wider consultation looking at the possibility of introducing emissions related congestion charging. This report concerns the proposals contained in the Variation Order as made on 10 August 2007, which were subject to public and stakeholder consultation until 19 October 2007. As such, it does not take into account any of TfL's recommended modifications to the proposals, which may be found in Chapter 7 of the Report to the Mayor.

1.2 Background

Tackling climate change is a key priority for the Mayor. The Climate Change Action Plan, launched in February 2007, aims to reduce London's carbon dioxide (CO₂) emissions to 60% below 1990 levels by the year 2025 and also to limit total CO₂ emissions between now and then to 600m tonnes.

In London, transport (excluding aviation) accounts for 22% of all CO₂ emissions, with cars and motorcycles accounting for nearly half of this. Whilst CO₂ emissions have fallen slightly between 1990 and 2006, transport emissions form a growing proportion of London's CO₂ emissions; up from 21% in 1990 to 22% in 2006.

The Mayor of London asked TfL to consider varying the central London congestion charging scheme by introducing variable levels of the Congestion Charge relating to the amount of CO₂ emitted by cars and also extended cab dual purpose pickups. CO₂ is the most important of the greenhouse gases which are contributing to climate change and these proposals aim to discourage the use of the most polluting cars (those emitting the highest CO₂ levels) and influence car purchasing behaviour. By increasing people's awareness of their behaviour and choices on the environment, this should help encourage an overall shift to greener, more efficient travel options which will complement the other initiatives in place which seek to improve the environmental performance of all forms of transport.

The primary focus of Congestion Charging remains to reduce congestion within the central London Congestion Charging zone by encouraging drivers out of their cars and onto public transport or to walk or cycle. The aim of these new proposals is to encourage those drivers who continue to drive in the charging zone – and beyond – to use more environmentally-friendly vehicles.

The intention is to introduce higher charges for the most polluting cars and discounts for the least polluting cars. While the focus of the proposals is on CO₂, an air quality element has been incorporated into the low CO₂ discount.

The proposed variable Congestion Charging bands will make use of existing VED banding by CO₂ emissions for vehicles manufactured after 2001, and Euro standards for air pollution emissions ('Euro standards') and are as follows:

- Cars which emit up to 120g/km CO₂ (equivalent to VED Bands A & B) and are Euro 4 - 100% discount
- Cars which emit 121-225g/km CO₂, and cars which are VED band A and B but do not meet Euro 4 - standard daily charge £8.00. This is equivalent to VED bands C to F, where band F cars were registered from March 2006 (prior to this date VED band F covered emissions of 186g/km and above, and there was no band G).
- Cars which emit more than 225g/km CO₂ (equivalent to the VED band G, as well as any band F vehicles which emit 226g/km and above) - proposed daily charge of £25.00 (the higher charge).

The proposals consulted on were that cars with very low levels of CO₂ and air quality emissions would pay nothing whilst those with very high levels would face a significantly higher charge, at £25.00, than the standard £8.00 daily charge. It was proposed that the 100% discount for the least polluting cars (bands A and B meeting Euro 4 standard) would be introduced in February 2008, with the higher charges for cars emitting in excess of 225g/km of CO₂ to commence October 2008.

Cars manufactured before 2001 are not subject to VED bands based on CO₂ emissions. It is proposed that for this group of vehicles, engine size is used as a proxy for CO₂ emissions. Cars with an engine size greater than 3,000cc would be subject to the higher charge. There is no proposal to offer a discounted charge to pre-2001 cars with engines below a certain size, as these have poor air pollution emissions and would not meet the Euro 4 standard.

Vans and lorries would continue to be subject to the standard daily charge of £8.00.

Those with cars that are eligible for the discount would not receive it automatically but would need to register their car with TfL. These proposals would replace the existing Congestion Charging Alternative Fuel Discount.

Those registered for the residents' discount with cars emitting between 121-225g/km of CO₂ or pre-2001 cars with engines up to and including 3,000cc, would continue to pay the discounted rate of 90% and residents with cars in bands A and B (which meet Euro 4 standard) would be entitled to a 100% discount. It is currently proposed that the Residents' Discount would be withdrawn for those residents continuing to use cars that would be subject to the higher charge.

Whilst these proposals largely apply to private cars and extended-cab dual purpose pickups, TfL is also proposing a discount to the Congestion Charge for the very cleanest heavy vehicles (those meeting Euro V emissions standards for air quality) in order to encourage their use and complement the Low Emission Zone (LEZ). The vehicles affected would be Light Goods Vehicles (LGVs) and Heavy Goods Vehicles (HGVs).

1.4 Policy Rationale

The proposals need to be seen in the wider context of actions to reduce London's carbon footprint, as outlined in the Mayor's Climate Change Action Plan. This sets out action needed to reduce emissions across all sectors. Looking specifically at the transport sector, while London has achieved a shift away from private car usage to public transport, cycling and walking, continued population and economic growth within London could lead to an increase in emissions if CO₂ reduction measures are not pursued across all types of transport. Thus despite some success to date in reducing CO₂ emissions from transport, there will have to be greater efforts both at local and national level in order to reach the Mayor's CO₂ reduction target.

The Climate Change Action Plan sets out three key priority areas for action to reduce CO₂ emissions from ground based transport:

- change the way Londoners travel
- operate vehicles more efficiently
- promote the uptake of lower-carbon infrastructure, vehicle and fuel types

The proposals would still aim to reduce congestion, but for those who continue to drive, they would seek to encourage the use of lower CO₂ emitting cars. This is consistent with the Mayor's Transport Strategy. A key aim of the proposals is to influence vehicle purchasing behaviour away from high CO₂ emitting cars, and to encourage drivers to choose the lowest emitting vehicles. It is expected that this may have a wider influence – beyond those who drive cars in the Congestion Charging zone.

The introduction of the emissions related congestion charging proposals would help to build on London's achievements in encouraging a shift away from private car usage to public transport, cycling and walking. The proposals would still aim to encourage people away from private car use and towards more sustainable alternatives.

The primary objective of the Congestion Charge remains to reduce congestion in central London, which in turn assists in the reduction of CO₂. If the proposals were introduced, TfL would monitor the impacts. Should this show that the decongestion or other benefits of Congestion Charging were being compromised as a result of the introduction of the proposals, amendments to the scheme would be brought forward. Options could include changes to the low CO₂ discount, for example a 50 per cent charge for band B cars. Changes could be made as early as the end of 2009, but clearly the timing and nature of any potential change would depend on the specific impacts of the scheme in practice. Any proposed amendment would need to be consistent with the Mayor's Transport Strategy and would be subject to consultation.

TfL developed the proposals on behalf of the Mayor. They were set out in the Variation Order made on 10 August 2007. Following a public and stakeholder consultation on the Variation Order, TfL's consideration of the responses received, and its recommendations for implementation of the scheme are presented in a Report to the Mayor (referred to as the 'main report' throughout this document).

1.4.1 Information Leaflet and Questionnaire

TfL produced an information leaflet entitled 'A proposal to link the Congestion Charge to car CO₂ emissions', which described the proposed variation to the scheme and invited responses to the proposals. This leaflet included a questionnaire, inviting businesses and the public to comment on the proposed emissions related congestion charges. The leaflet was made available on the TfL website, and copies were distributed on request. The leaflet provided a freepost address to which responses could be sent.

The leaflet set out the reasons for proposing emissions related congestion charges, which vehicles would be affected and details of the varying charges. It also included information for the public so they could find out if they would be affected, and when and how the low CO₂ discount and higher charge would apply. The questionnaire sought the public's opinions about whether they felt that the low CO₂ discount and higher charge would be an effective incentive to use a lower CO₂ emitting car.

The consultation was supplemented by a media campaign with newspaper advertisements in the London press informing the public of the consultation and how to obtain further information by contacting the helpline or accessing the TfL website. A Legal Notice was published in the London Gazette on 10 August 2007.

As well as viewing all the documents relating to the consultation on the TfL website, respondents were able to submit their responses to the consultation online.

The public could access the online questionnaire by going to the TfL website: www.tfl.gov.uk/CO2Charging or by looking at the consultation pages of the website. From here they could access the leaflet which provided information about the consultation. The questionnaire was also available for respondents to complete online and then press 'Submit' in order to send it through to TfL. There was also a link to the Greater London Authority's website where people could obtain further information if necessary.

1.4.2 Stakeholders

TfL sent a letter explaining the purpose of the consultation to 487 stakeholders. It requested that any representations or objections be sent in writing (Emissions Related Congestion Charging Team, Transport for London, Windsor House, 42 – 50 Victoria Street, London, SW1H 0TL). TfL prepared a standard pack of information for stakeholders which included the following documents in two consultation booklets:

- Covering letter
- The Variation Order (consultation booklet 1)
- Explanatory Note for the Variation Order (consultation booklet 1)
- Schedule of Variations (consultation booklet 1)
- Scheme Order (marked up with proposed variations) (consultation booklet 1)
- Scheme Description and Supplementary Information (consultation booklet 2)

These documents were also available on the TfL website. A full list of stakeholders who were consulted is attached in Appendix 2 of the main report. Stakeholders were invited to respond to the consultation in writing. Appendix 3 of the main report lists the stakeholders who responded. TfL then undertook an analysis of these responses, which is presented in Chapter 6 of the main report. TfL provided Ipsos MORI with a list of stakeholders and any stakeholder replies sent to Ipsos MORI were forwarded on to TfL for recording and analysis.

1.5 Context to the Analysis

It is important to note that the findings from the public consultation reported in this document are from a consultation and not an opinion poll or referendum. It cannot be used to generalise or extrapolate in the same way as representative quantitative research. A consultation is seeking information and views relating to the proposal and is not intended to elicit representative samples of opinion.

Typically with consultations, there can be a tendency for responses to come from those more likely to consider themselves affected and more motivated to express their views. Responses also tend to be more biased toward those people who say they will be negatively impacted by the implementation of this policy. The nature of public consultation is that respondents are self selecting and therefore not necessarily representative of opinion across London.

1.6 Additional Submissions

Near the end of the consultation period, Ipsos MORI and TfL received additional submissions from the Royal Borough of Kensington and Chelsea (RBKC) and Alliance against Urban 4x4s, along with a petition from Streetcar. Both the RBKC and Alliance submissions were separate surveys from the consultation conducted by TfL, using different methodologies and questions and have hence been analysed separately in this report. More information about these submissions and the results can be found in section 5.

2 Consultation Methodology

2.1 Introduction

This section describes the methodology of the processing and analysis of the responses to the consultation.

2.2 Information about the consultation

This consultation was carried out among members of the general public and ran for 10 weeks between 10 August and 19 October 2007. A variety of different communication channels were used in order to raise awareness of the consultation, provide information and allow participation. A public information leaflet was available in a range of languages, and the consultation was advertised through a range of channels, including radio and newspaper advertisements. In addition, consultation materials were available for public inspection at TfL's offices at Faith Lawson House; and were posted on the TfL website. The consultation was also publicised on the Greater London Authority website. A helpline with a local rate number was established by TfL and operated by Granby Marketing on TfL's behalf. This helpline provided information to callers about the emissions related congestion charging proposals and sent out leaflets during the consultation.

The information leaflet was available from the TfL website as a pdf download. Any individual or organisation could also ring the fulfilment centre operated by Granby on TfL's behalf to request a copy / copies of the leaflet and questionnaire. Versions of the leaflet in these formats, as well as in Braille, large print and audio could be obtained from the TfL call centre, which had a local rate telephone number. A copy of the leaflet can be found in Appendix A.

2.3 Structure of the questionnaire

The structure of the questionnaire was quite simple. It started by asking about how important people consider the issue of climate change to be, followed by a question asking what actions they had done in the last 12 months as a result of concern for the environment. It then went onto the main issue about the proposed low CO₂ discount and higher charge, asking whether each of these proposals would be effective as an incentive to use a lower CO₂ emitting car. A free text box then followed where respondents could add any additional comments that they had. The last section of the questionnaire contained demographic questions asking about gender, age, ethnicity, post code, household car ownership and whether respondents had paid the Congestion Charge in the last six months.

2.4 Return of Responses

All of the Internet responses from the online questionnaires were collated by TfL who forwarded these onto Ipsos MORI on a weekly basis. The online questionnaire facility was closed on 19 October 2007, when the consultation ended.

The paper questionnaires included a freepost address to be sent to Ipsos MORI at the address: Emissions Related Congestion Charge Consultation, J31210, Ipsos MORI House, 79-81 Borough Road, London SE1 1FY. The majority of the letters were also received at this address. Any sent to TfL were checked and then sent on to Ipsos MORI to be included in the analysis. An email address was also set up by TfL (CChargeConsultation@tfl.gov.uk) for public responses to the consultation, which were then forwarded to Ipsos MORI.

When emails were sent to TfL directly and not to the email address set up for this consultation, these were also checked and collated with the others in order to forward to Ipsos MORI. Any letters and emails which were received up to 26th October were coded and analysed. Any received after this date were not included in the results by Ipsos MORI and were sent to TfL.

Ipsos MORI received a number of letters and emails from businesses. TfL sent Ipsos MORI a list of stakeholders at the start of the consultation period. When letters or emails were received from any of these stakeholders, Ipsos MORI forwarded these onto TfL to be included in with the stakeholder part of the consultation (TfL's analysis of stakeholders' responses can be found in chapter 6 of the main report). Whenever it was unclear whether a response was from a stakeholder or not, Ipsos Mori would check with TfL.

2.4.1 Freedom of Information Act

All responses were opened within nine days of receipt and initially checked to see if there were any requests for information under the terms of the Freedom of Information Act. The Freedom of Information Act gives people a general right of access to information held by or on behalf of public authorities, promoting a culture of openness and accountability across the public sector. If there were such requests these would have been immediately forwarded to TfL. There were no such requests via this route.

2.4.2 Freedom of Information and Confidentiality

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Details of the arrangements for reusing the material owned by TfL for any other purpose can be obtained by contacting TfL at enquire@tfl.gov.uk.

2.5 Nature of Responses to the Consultation

The following types of submissions were received:

- Paper questionnaire

This was available from the TfL website as a pdf download, or could be requested from the call centre. The questionnaire could be returned to TfL via the Freepost address given on the leaflet.

- Online questionnaire

The questionnaire and leaflet were available on the TfL website. People were encouraged to take part in the consultation by completing a questionnaire that formed part of the leaflet. These responses were then collated by TfL into a spreadsheet and sent to Ipsos MORI on a weekly basis.

- Open responses

Both Ipsos MORI and TfL also accepted open responses in the shape of emails and letters from members of the public and businesses. Any that TfL received were forwarded on to Ipsos MORI.

Table 1: Showing number of each type of response for the TfL consultation:

Online questionnaires	Paper questionnaires	Emails	Letters	Overall Total
4,564	129	48	90	4,831

Number with free text: Online questionnaires: 3,184

Paper questionnaires: 98

2.5.1 Logging

All responses were logged prior to processing and analysis.

On receipt of any paper questionnaire, letter or email, all were numbered sequentially with a unique serial number, starting from 30001 for letters, 40001 for emails and 50001 for paper questionnaires. Copies of each were then made as a record and batched together ready for coding.

The online questionnaires that were sent through from TfL were also given a unique serial number starting from 10001.

As mentioned in section 2.4, any stakeholder responses were sent to TfL in order to be analysed together in the appropriate part of the consultation. This stakeholder analysis can be found in chapter 6 of the main report.

2.6 Coding

2.6.1 Closed responses from the questionnaire

For both the electronic and hard copies of the paper questionnaires, the closed responses to questions 1-4 and 6-10 were checked to ensure the appropriate tick box was properly marked and that the postcode (question 6) was in the correct format. Factual errors were corrected where possible.

A copy of the leaflet is available in Appendix A and a copy of the public questionnaire in Appendix B.

2.6.2 Open Response from the Questionnaire

The responses to question 5 (the free form text box) of the questionnaire (both paper and online) were individually analysed and coded appropriately according to the code frame. This can be found in Appendix C.

The majority of the responses were written within the box provided in the questionnaire. Some respondents also attached a note with additional comments. Verbatim responses were included in the analysis and separately typed or scanned.

The code frame was developed by TfL using an existing code frame developed from experience of previous consultations. When responses did not seem suitable for any of the existing codes, possible additional codes were suggested by Ipsos MORI for consideration by TfL. Where appropriate, the code frame was updated to reflect additional or more complex issues.

Obscene or non-appropriate comments were coded as 'rude/irrelevant'. Comments that were more related to the existing congestion charge were given a specific code.

2.6.3 Quality Assurance

Coding was carried out in compliance with Ipsos MORI's internal quality systems. Specifically this involved checking coding staff used the codeframe consistently and that all elements of responses were correctly coded and included. Five per cent of responses coded were checked by a second person, against a target of 97% accuracy in coding. Any corrections needed were noted on batch slips which were then given to data entry staff for them to incorporate into the data.

2.6.4 Coding of open submissions

Open submissions from the general public were received as letters (both handwritten and typed), and emails, some of substantial length.

Many of the responses were detailed and dealt with a wide variety of issues. All responses were read, analysed and multiple coded according to the code frame as with the free text question 5 on the questionnaire. They were then typed or scanned into a Microsoft Word document and where possible into Microsoft Excel.

2.7 Data Processing of closed and open submissions

After each open response had been allocated to the appropriate issue(s) on the code frames the data was passed to an analyst in Ipsos MORI's Data Processing (DP) department. For submissions made via the online questionnaire or the leaflet questionnaire, the DP analyst combined the coded information based on each respondent's open-ended answer with their other answers to the questionnaire, and demographic information, such as age, gender and car usage. For email and letter submissions these additional questions were not present, so the DP analyst treated the respondent's answers as if they had been responses to Question 5 of the online or leaflet questionnaire and included them with the online questionnaire and leaflet responses to this question.

The analyst then tabulated the results of each question using Quantum software (an analysis package provided by SPSS that is widely used within the market and social research industry). The analyst's program included checks to ensure the validity of the data, such as checking that questions that should have only one answer (e.g. gender or effectiveness of the low CO₂ discount) did so.

Tabulations were run weekly and interim results based on these were sent to TfL each Friday during the consultation period.

2.8 Dealing with duplicates

At various stages during the coding process, checks were carried out in order to find out if any duplicate letters or emails were in the system. Checks were also made to ensure no stakeholder letters were included in this part of the consultation. Where duplicates were discovered, these were deleted from the results although a hard copy was kept as a record.

2.9 Businesses and organisations

Whilst the majority of the responses dealt with by Ipsos MORI were from members of the public, a number of letters and emails were received from businesses and organisations. These were identified where respondents had used headed paper or acknowledged themselves as a business or organisation. Checks were carried out at regular intervals to ensure that all businesses had been identified. A full list of businesses and organisations which responded can be found in Appendix D.

3 Responses to the consultation: pre-coded questions

3.1 Introduction

This chapter looks at the responses to the closed questions in the TfL public questionnaire: Questions 1-4 and 6-10.

The data is based on the following responses received in the following formats:

- Online questionnaires: 4,564
- Paper questionnaires: 129

Total: 4,693

Section 3.1 looks at the characteristics of the respondents who took part in the TfL consultation. The questionnaire asked respondents to state their gender (discussed in sub-section 3.1.1), age (3.1.2), ethnicity (3.1.3), household car ownership (3.1.4) and whether they had paid the congestion charge in the last six months (3.1.5). Each of these sub-sections details the percentage of respondents who fall into these demographic groupings and, where appropriate, how this compares to the London average. The questionnaire also asked respondents to write in their postcode - this was used in order to carry out analysis by area for each question.

Section 3.2 gives a brief overview of the main findings of the consultation. It shows the overall proportions of respondents who say climate change is important or not important as an issue. This is followed by the percentage of respondents who have taken at least three environmental actions in the last 12 months as a result of concern for the environment. It then looks at the proportion of respondents who say that the proposals would be effective as an incentive to use a lower CO₂ emitting car.

Section 3.3 looks at the findings of each specific closed question in the consultation. Sub-sections look at each question in turn, starting with the overall responses (ie. based on everyone who responded, except stakeholders which are covered in chapter 6 of the main report). Responses are then broken down by population subgroups (gender, age, ethnicity, household car ownership, whether paid congestion charge in last six months) and finally by area (those in the Congestion Charging Zone, those in inner London but not in the Congestion Charging Zone, those in outer London and those who live outside London).

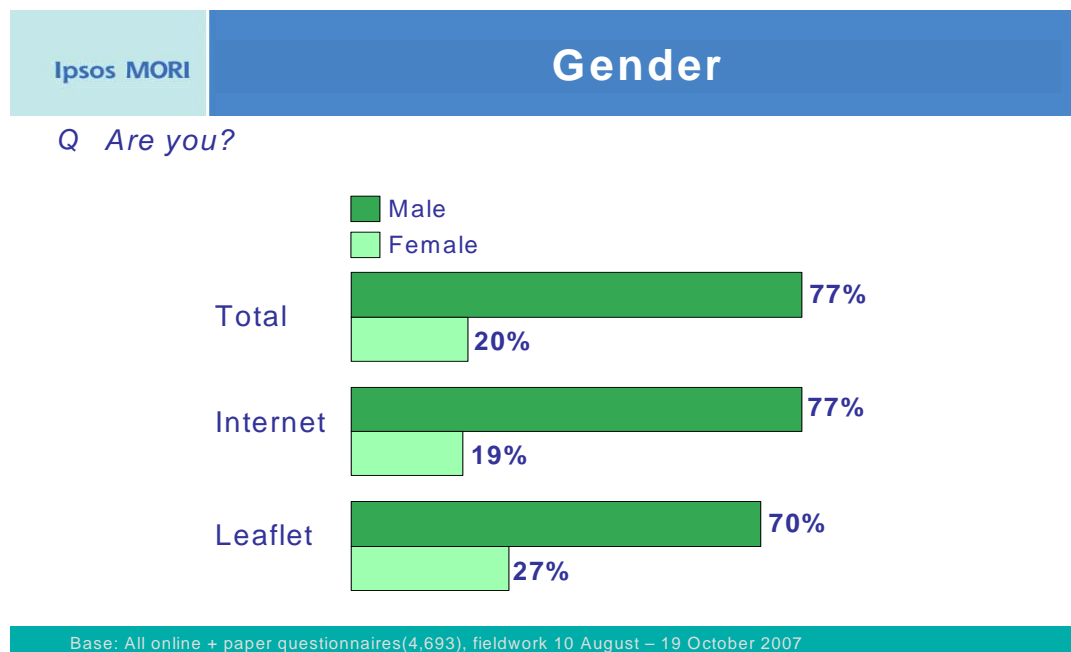
As mentioned in section 2.3 of the report (Structure of the Questionnaire), the first question of the consultation asked about the importance of climate change. The results of this can be found in section 3.3.1. Actions carried out as a result of concern for the environment can be found in section 3.3.2. Results to the question about the effectiveness of the low CO₂ discount is in section 3.3.3, and the final section (3.3.4), looks at opinions about the effectiveness of the higher charge as an incentive to use a lower CO₂ emitting car.

3.1 Characteristics of Respondents

3.1.1 Gender

Three quarters (77%) of the public respondents said that they were male compared to just one in five (20%) who were female. Females were slightly less under-represented in the leaflet responses compared to the internet responses although there was still a heavy slant towards responses from males. The gender split of these respondents was therefore significantly more male orientated than the London population. According to the 2001 Census, the London adult population (aged over 16) is 48% male and 52% female.

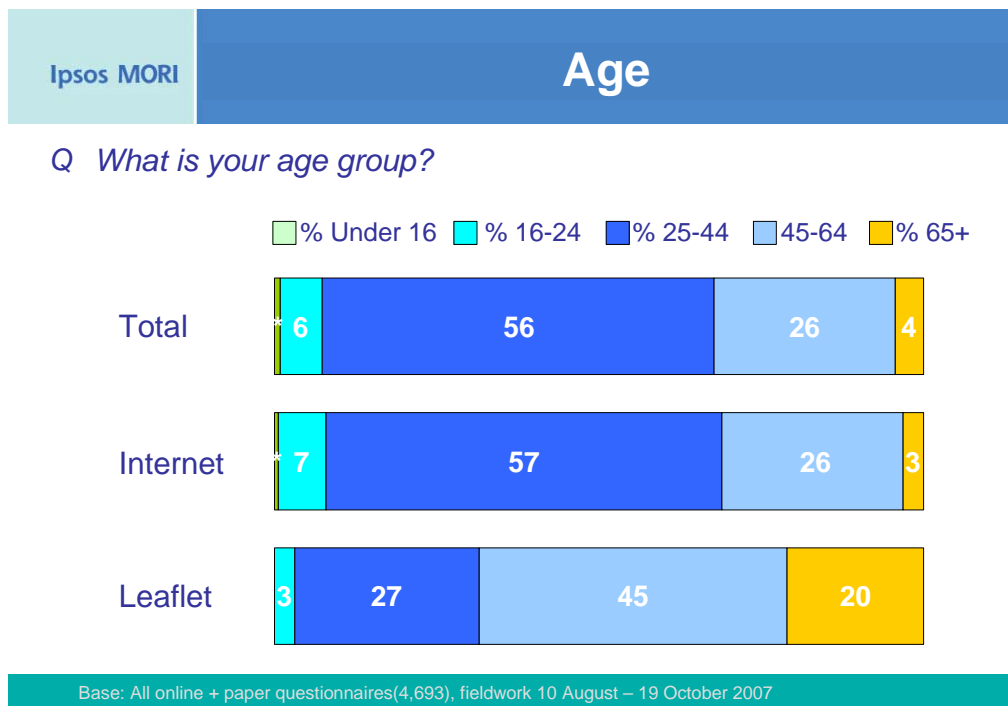
Figure 1: Proportion of male and female respondents by consultation methodology



3.1.2 Age

Over half (56%) of the consultation responses were from 25-44 year olds, with a quarter (26%) from 45-64 year olds. In the latest set of National Statistics regional figures for London in Winter 2004/05, the percentage of people aged 25-44 years old was 36.5%. This shows that these demographics are not representative of the London population as a whole with a heavy slant towards the 25-44 age group.

Figure 2: Proportion of respondents in each age group by consultation methodology

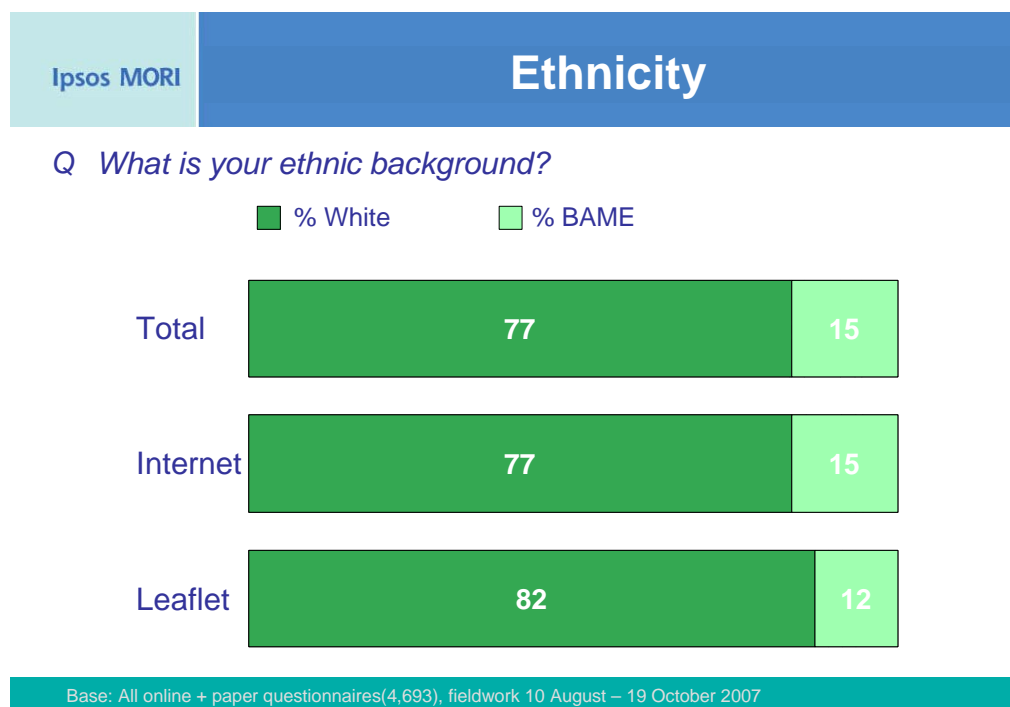


As Figure 2 shows, the age profile of the leaflet respondents was quite different from respondents who completed the online questionnaire. Those who completed the paper leaflet are closer to the age profile of the general population although there is still some variation. Specifically, the leaflet respondents contained a smaller proportion of 25-44 year olds than the online questionnaire (27% compared to 57%) and larger proportions of 45-64 year olds (45% compared to 26%) and respondents age 65 or over (20% compared to just 3%). These differences are most likely due to the younger age group (25-44) tending to have higher levels of internet usage than the older age groups, particularly those aged 65+. Data from National Statistics (Internet Access Households and Individuals, August 2006) reflects this pattern, with only 10% of 16-24 year olds reporting that they had never used the internet compared to 82% of the 65+ age group.

3.1.3 Ethnic Background

Respondents' ethnic background was broadly in line with the ethnic profile of London as a whole. The 2001 Census shows that 71% of London population is white; this compares to 77% of consultation responses received from people classifying themselves as white. This therefore means that there is a slight under-representation of Asian and Black respondents and a slight over-representation of white respondents.

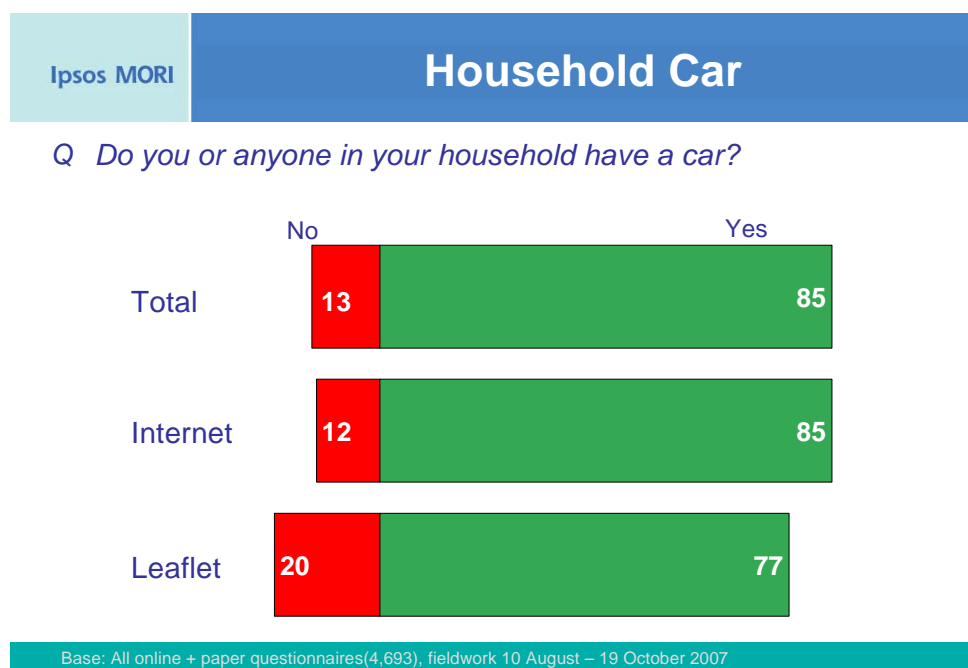
Figure 3: Proportion of white and BAME respondents by consultation methodology



3.1.4 Household car ownership

Over four out of five respondents (85%) say they have a car in their household. As Figure 4 shows, ownership of cars was similar for internet and leaflet respondents, with internet respondents slightly more likely to have a car in their household (85% compared to 77%). As a comparator, 45% of people in the Congestion Charging Zone have access to a car, compared with 49% in Inner London and 71% in Outer London. This indicates that the proportion of respondents with access to a car is greater than the proportion in London as a whole.

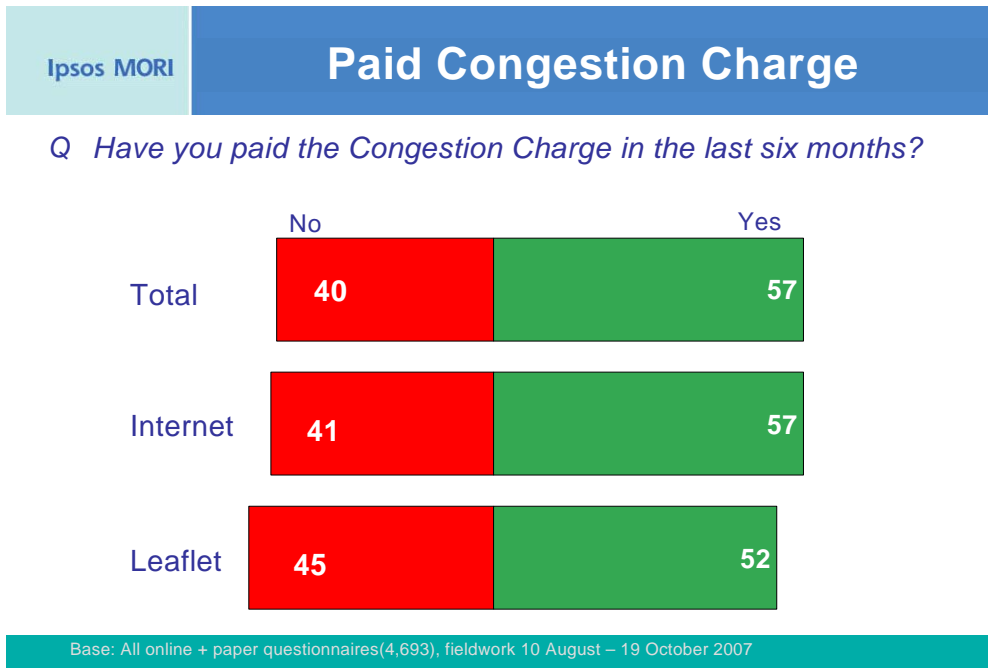
Figure 4: Proportion of respondents with at least one car in household by consultation methodology



3.1.5 Paid Congestion Charge in last six months

Just over half (57%) of respondents had paid the congestion charge in the last six months, with no significant difference between internet and leaflet respondents.

Figure 5: Proportion of respondents who have paid the congestion charge in the last six months by consultation methodology



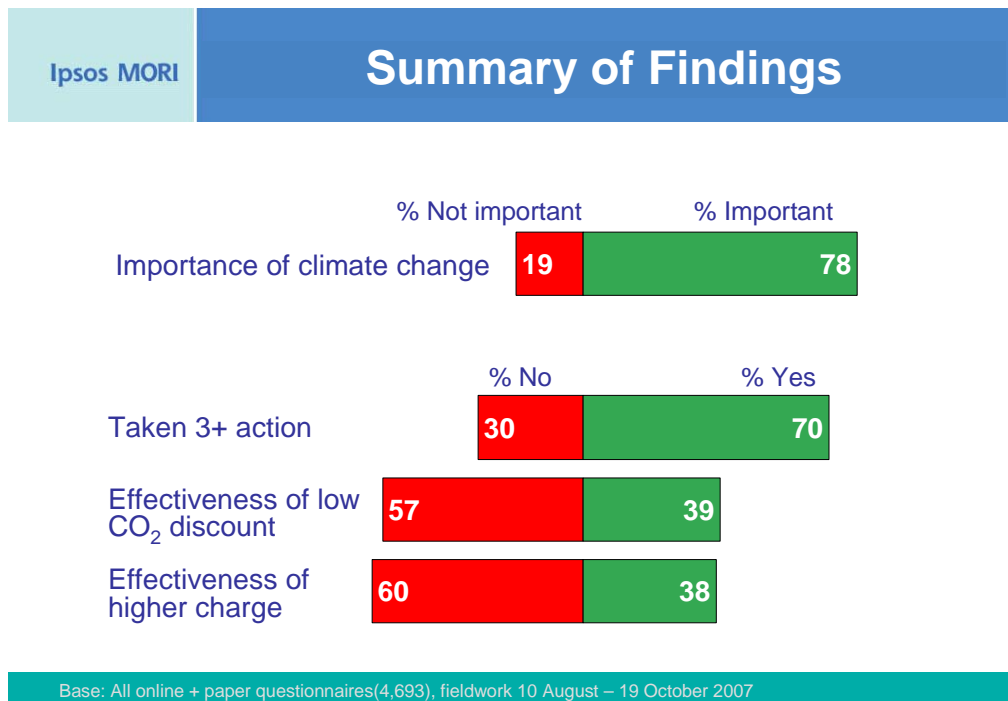
3.2 Overview

This section gives a brief overview of the main findings of the consultation, looking in particular at the responses from questions 1-4 in the questionnaire. In section 3.2.1, there is a brief summary which starts by showing whether respondents consider climate change an important issue. This is followed by looking at the percentage of people who have taken at least three environmental actions in the last 12 months as a result of concern for the environment. The last part of this summary focuses on the responses from questions 3 and 4 of the consultation and shows the percentage of respondents who said that the low CO₂ discount or higher charge would be effective as an incentive to use a lower CO₂ emitting car.

3.2.1 Summary of findings

Figure 6 below summarises the online questionnaire and leaflet responses to the above consultation questions. Three quarters of respondents (78%) consider climate change to be an important issue. Almost as large a proportion, (70%), have taken three or more actions in the last twelve months as a result of concern for the environment. These actions include activities such as recycling, trying to conserve energy in the home and reducing the amount of water used. See Figure 11 for further details.

Figure 6: Summary of findings of the main questions on the consultation: overall pattern of responses



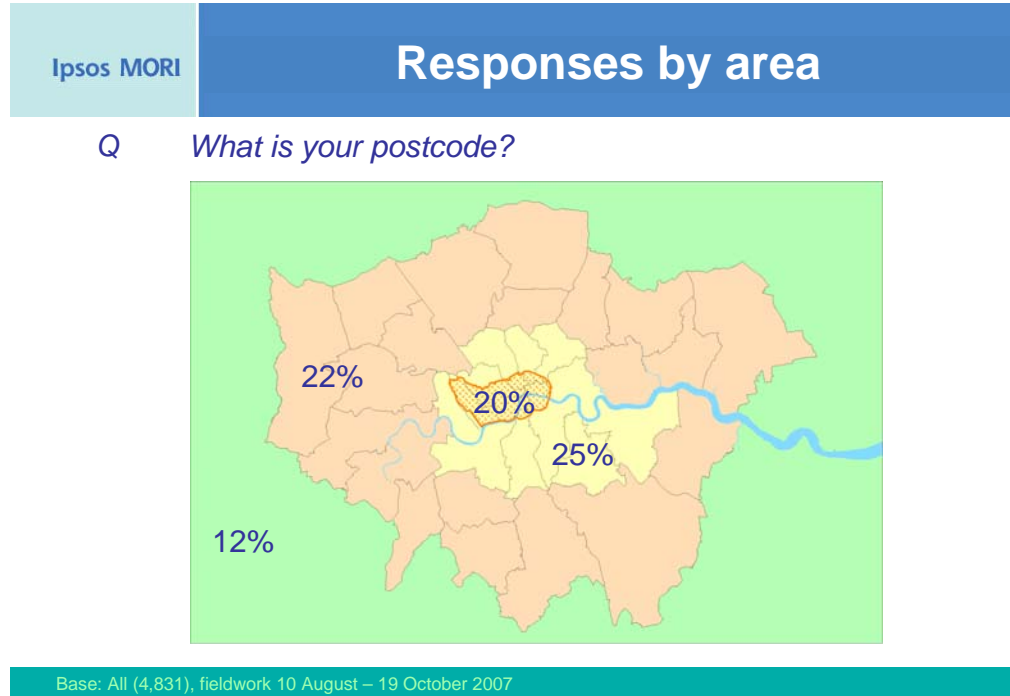
Four out of 10 respondents (39%) say the low CO₂ discount would be ‘very’ or ‘a little’ effective as an incentive to use a lower CO₂ emitting car. Over half (57%) say it would be ‘not very’ or ‘not at all’ effective as an incentive. A virtually identical picture emerges for the proposed increase for Band G and equivalent vehicles: just under four in 10 (38%) think it would be an effective incentive to use a lower CO₂ emitting car, but six out of 10 say it would not be effective.

Consultation respondents’ views on these four issues vary considerably according to (among other factors) how old they are, their gender, where they live and whether they have a car in their household. The following section looks at some of these variations in more detail.

3.2.2 Profile of respondents by area

We can see that there was a fairly even spread of responses from people across London. One in five responses to the consultation came from inside the Congestion Charging Zone, whilst a quarter were from inner London outside the Congestion Charging Zone. Just under a quarter (22%) were from outer London and 12% from outside London. The remaining respondents did not provide a postcode or gave only a partial postcode, so could not be placed within one of these areas.

Figure 7: Overall percentage of responses by area of respondent



3.3 Detailed commentary on responses

This section looks at the overall findings, looking at each question in turn and examining differences by subgroups and where the respondents live.

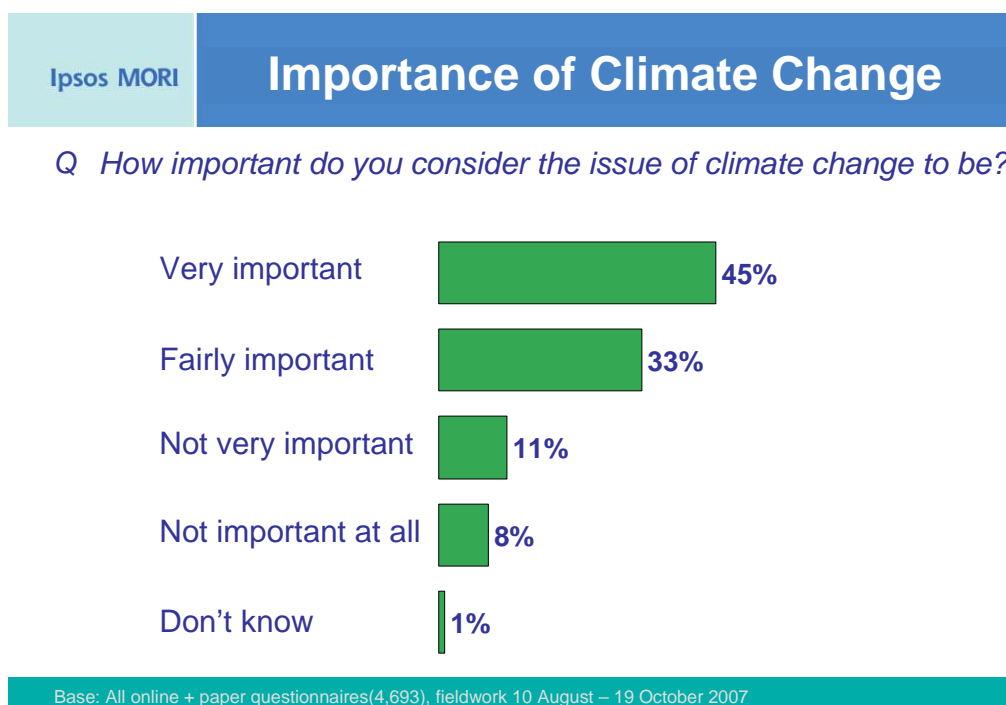
The first part looks at people's responses to how important they consider the issue of climate change. Sub-section 3.3.2 then looks at which environmental actions respondents have taken in the last 12 months as a result of concern for the environment. The last two sections examine whether respondents said that a higher charge and low CO₂ discount would be effective as an incentive to use a lower CO₂ emitting car.

3.3.1 Importance of Climate Change

3.3.1.1 Overall opinions

The vast majority of respondents consider climate change an important issue. Over three quarters (78%) consider it is an important issue, with slightly under half (45%) of all respondents saying it is *very* important.

Figure 8: The overall proportion of respondents who consider the issue of climate change to be important or not important



As would be expected, those who have already changed their behaviour are more likely to consider climate change an important issue. Four out of five (84%) of those who have already changed their behaviour as a result of climate change consider climate change an important issue, compared to just 14% of those who have not already changed their behaviour. This pattern is again consistent throughout the questions.

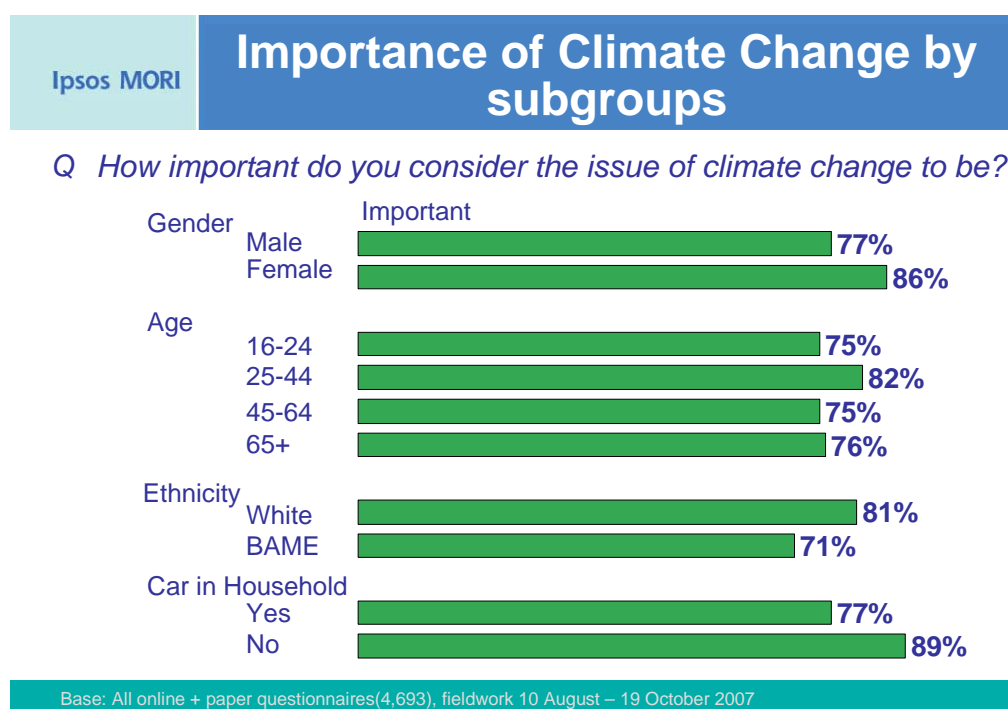
Respondents who say the proposals would be an effective incentive to use a lower CO₂ emitting car are likely to be concerned about the issue of climate change. Three quarters (77%) of these respondents consider the issue of climate change *very* important compared to just a quarter (26%) of those who say the proposals would not be effective.

3.3.1.2 Importance of Climate Change by Population Subgroup

It is women who seem most concerned about climate change with 86% saying it is an important issue (compared to 77% of men) and over half (55%) saying they consider it to be a *very* important issue compared to 43% of men. This pattern is backed by other Ipsos MORI research on the issue of climate change along with other published research¹ and is a general pattern throughout this consultation.

Consultation respondents without a household car are more likely to be concerned about climate change than those who do have access to a car. Nine out of 10 respondents without a household car say they see climate change as an important issue, compared to just over three quarters (77%) of respondents in households with cars. The contrast is even greater when focussing on how important respondents consider the issue to be. Almost three quarters (71%) of those without a household car see climate change as a *very* important issue, compared to just four out of ten (42%) of consultation respondents in households with a car.

Figure 9: Proportion of respondents who consider climate change an important issue – analysis by population subgroup



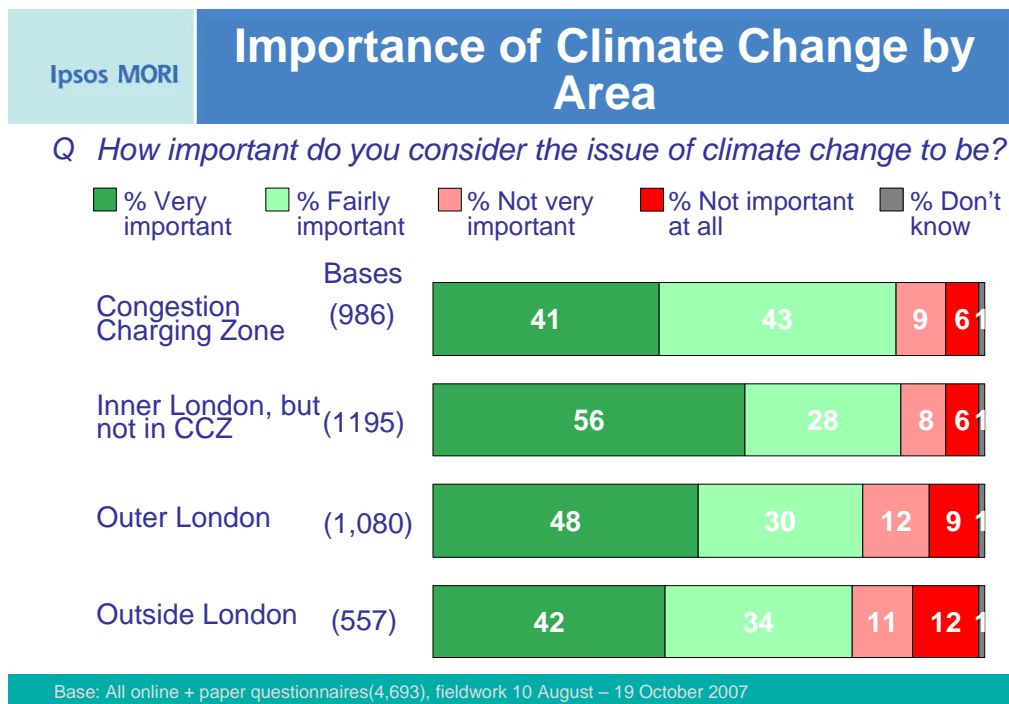
¹ Women's Manifesto on Climate Change, May 2007

3.3.1.3 Importance of Climate Change by Area of Respondent

When comparing those who live in the Congestion Charging Zone and those who live in London outside the Congestion Charging Zone, there is no difference in the percentage of respondents who say that the issue of climate change is important (84%). However, when looking at the extent to which it is important, there is stronger agreement by those living in inner London but outside the Congestion Charging Zone, with almost three in five of these residents (56%) believing it is a *very* important issue, compared to two in five of those in the Congestion Charging Zone (see Figure 10 below).

Looking at those who live in outer London and outside of London, slightly fewer say the issue of climate change is important at 78% and 76% respectively.

Figure 10: Proportion of respondents who consider climate change an important issue – analysis by area



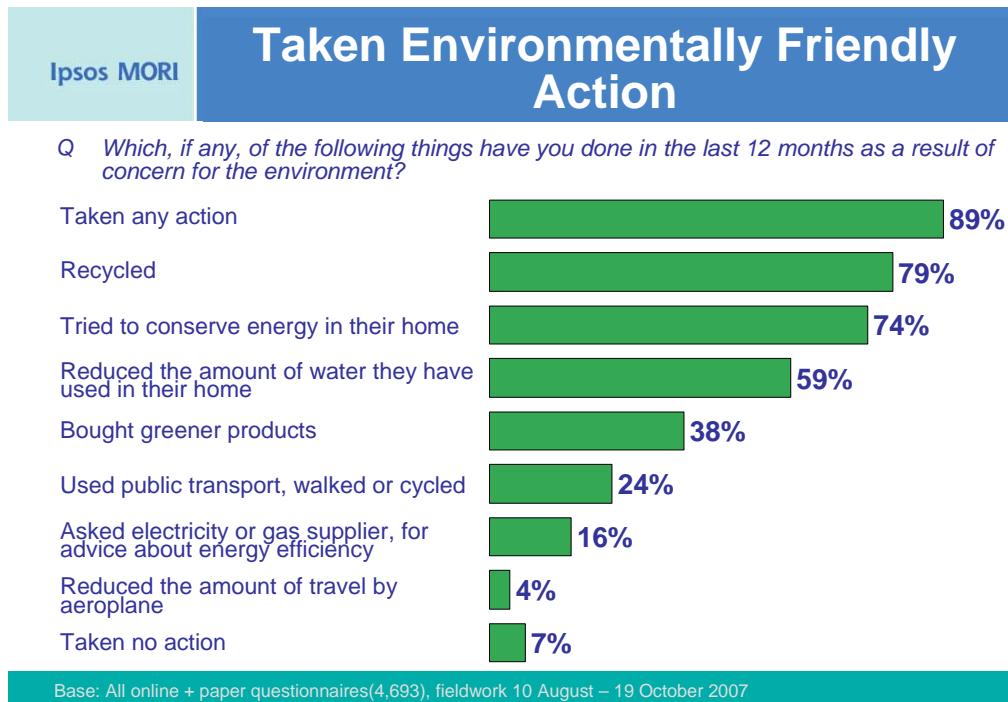
3.3.2 Actions carried out as a result of concern for the environment

3.3.2.1 – Overall findings

A large majority (89%) say they have done at least one of the things shown in Figure 11 over the last 12 months as a result of concern for the environment, and seven in 10 have taken three or more actions. This is in line with other Ipsos MORI surveys which suggest that people are becoming more aware of their influence on the environment and are trying to change some of their habits in order to reduce their impact.

The action mentioned most frequently is recycling, with four in five (79%) saying they have done this. This is closely followed by three quarters of people (74%) trying to conserve energy in the home, (for example by adding insulation, turning down central heating, turning off appliances and using energy saving light bulbs). Reducing the amount of water used in the home (for example by turning off the tap when they clean their teeth) has been done by over half.

Figure 11: The overall proportion of respondents who have taken environmentally friendly actions in the last 12 months

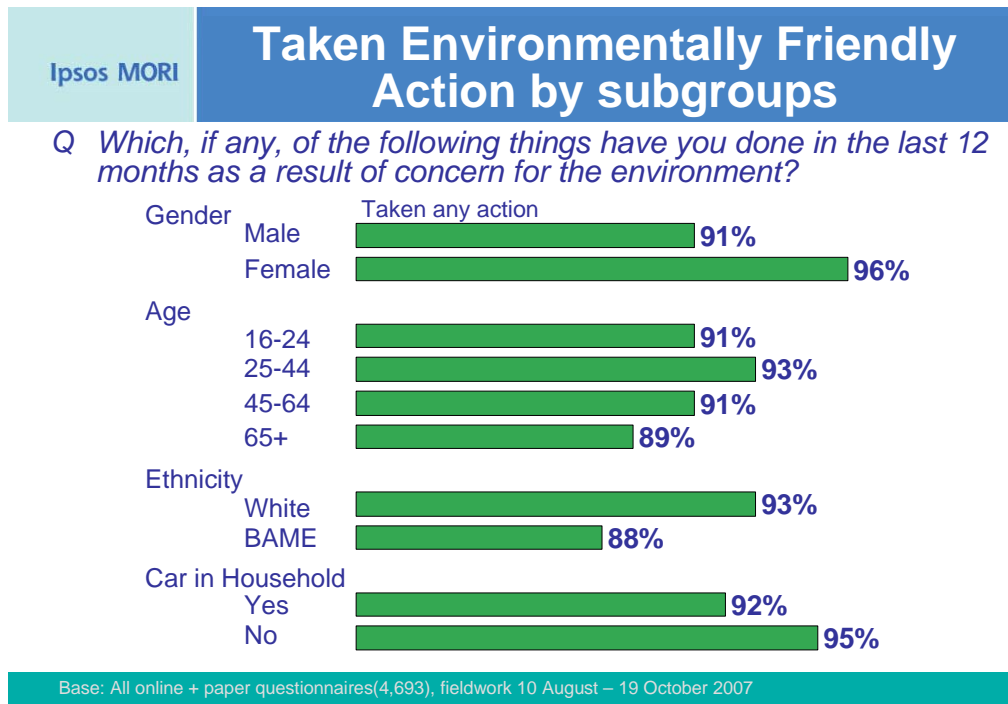


3.3.2.2 Taken environmentally friendly action by population subgroups

Similar patterns emerge as for the first question in section 3.3.1. Women, residents with no car and those who consider climate change is an important issue have made the most changes as a result of concern for the environment. The mean number of actions taken is three, although there are slight variations according to the demographics of the respondent.

Four in five (82%) of those who say an emissions related congestion charge would be effective as an incentive to use a lower CO₂ emitting car have done at least three of the actions compared to three out of five (61%) of those who say the proposals would not be an effective incentive.

Figure 12: Proportion of respondents who have taken environmentally friendly actions in the last 12 months – analysis by population subgroup

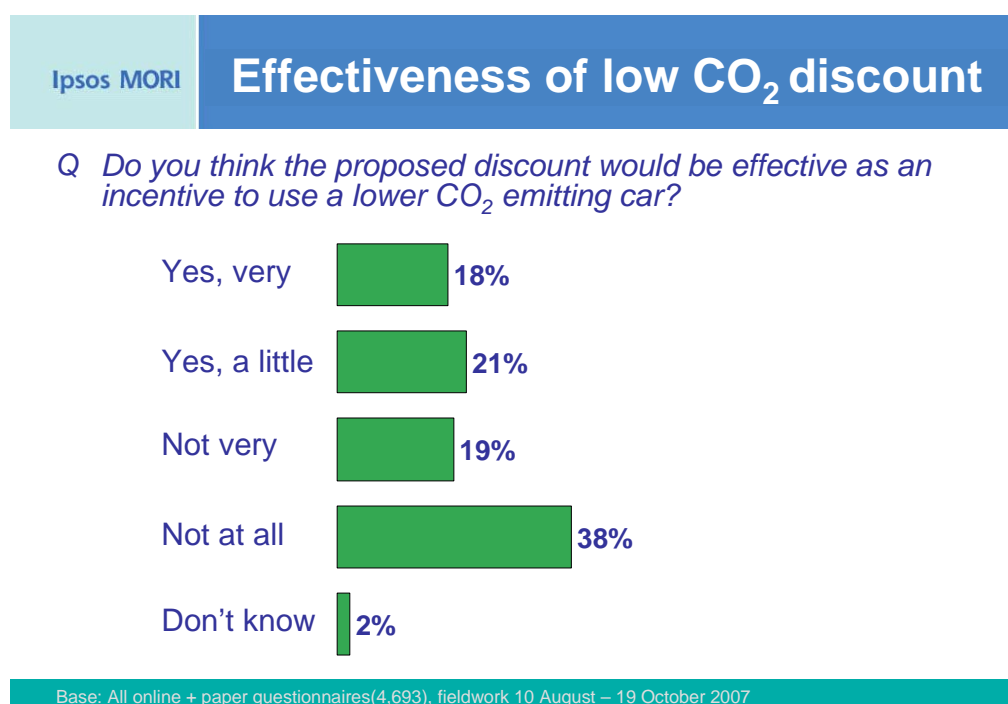


3.3.3 Effectiveness of the proposed discount (low CO₂ discount)

3.3.3.1 Overall opinions

Two in five respondents (39%) say that the proposed low CO₂ discount would be an effective incentive to use a lower-emitting car compared to 19% who say it would be a *not very* effective incentive and 38% who say it would be *not at all* effective.

Figure 13: Overall proportion of respondents who say the low CO₂ discount would be an effective incentive



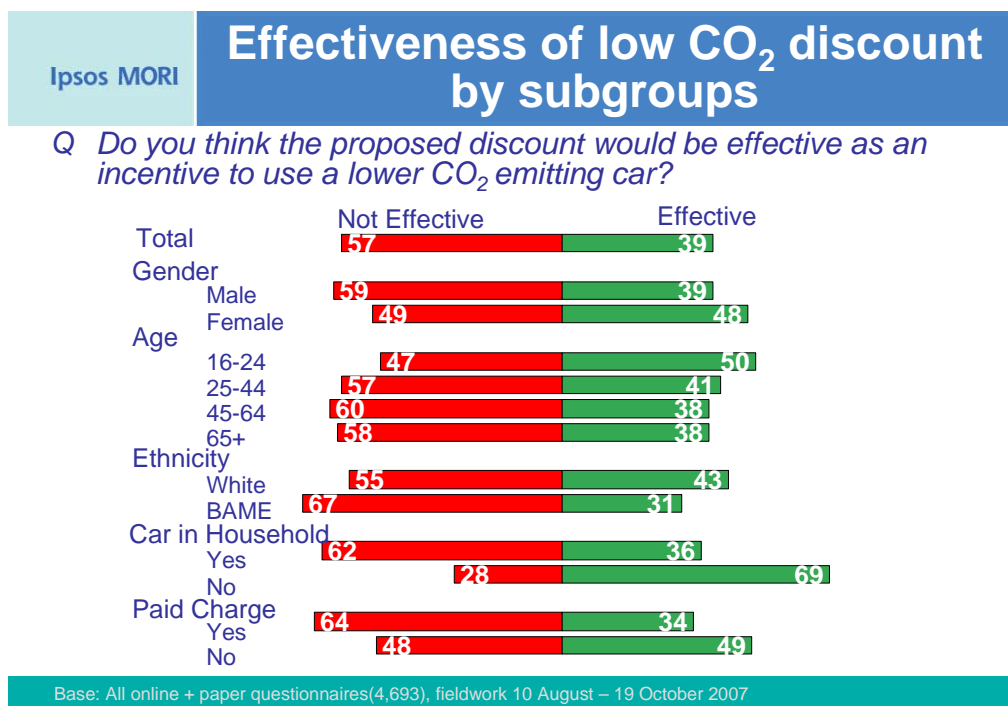
3.3.3.2 Effectiveness of low CO₂ discount by population subgroups

A larger proportion of women than men rate the proposed low CO₂ discount as an effective incentive, with almost half (48%) of female respondents saying that the policy would be effective, compared to two in five (39%) male respondents. Respondents who consider climate change is an important issue are much more likely to view the proposed low CO₂ discount as an effective incentive – half (47%) say this aspect of the proposals would be an effective incentive to use a lower CO₂ emitting car, compared to just 11% of those who do not say that climate change is an important issue.

When looking at those who do not own a car, there is again a higher percentage of respondents who say the low CO₂ discount would be effective compared to the proportion overall – 69% say the proposal would be effective against an average of 39%.

There is a similar pattern, although less marked, when looking at those who have not paid the congestion charge, with half of this group (49%) saying the discount would be effective. This will of course have some cross over with those who do not possess a car.

Figure 14: Proportion of respondents who say the low CO₂ discount would be an effective incentive – analysis by population subgroup



3.3.3.3 Effectiveness of low CO₂ discount by area of respondents

Comparing respondents who live in the Congestion Charging Zone (CCZ) against those who live in inner London outside the zone, there is a marked difference in opinion.

Half (52%) of respondents who live in inner London outside the Congestion Charging Zone say the proposed low CO₂ discount would be effective as an incentive to use a lower CO₂ emitting car, compared to a third (32%) of respondents within the Congestion Charging Zone. A similar proportion of respondents from outside London (36%) say it would be effective.

Figure 15: Proportion of respondents who say the low CO₂ discount would be an effective incentive – analysis by area

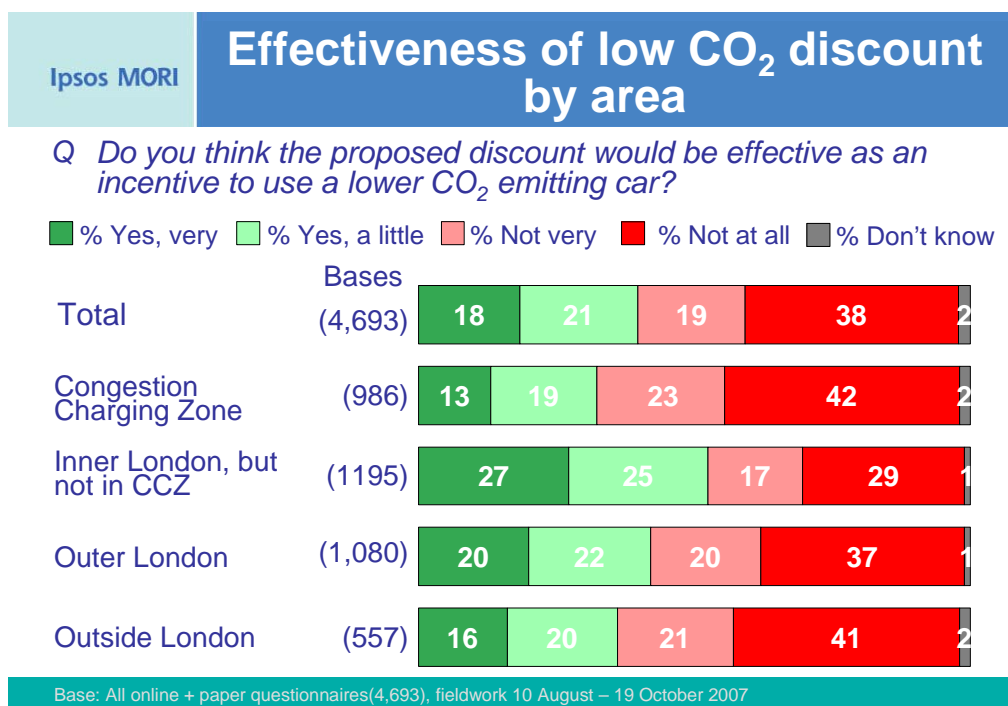
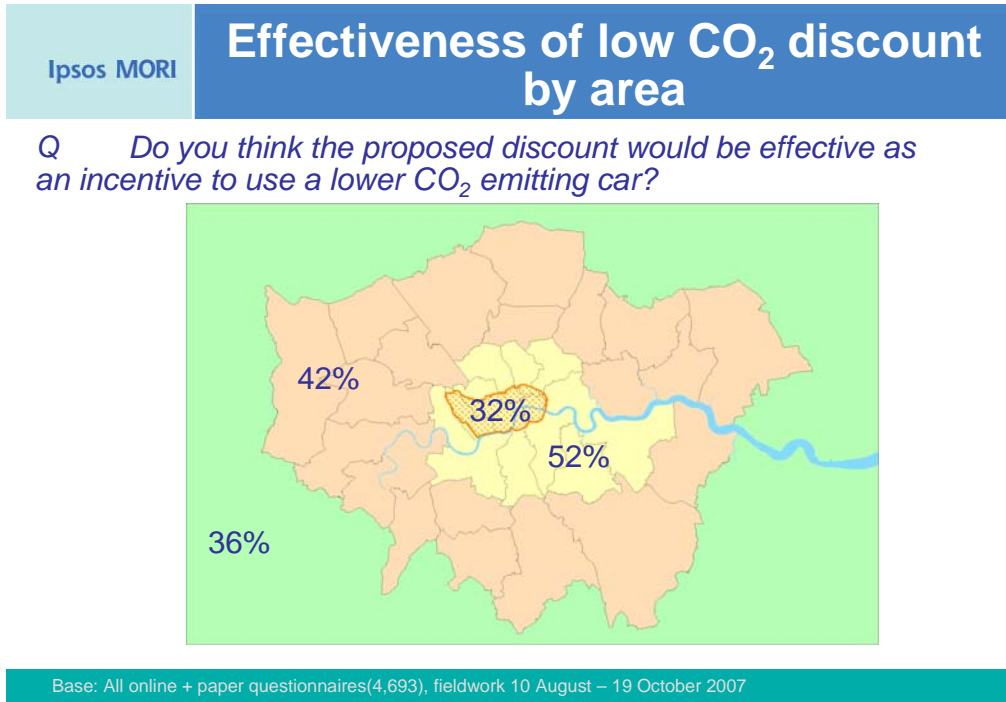


Figure 16: Proportion of respondents who say the low CO₂ discount would be an effective incentive – analysis by area



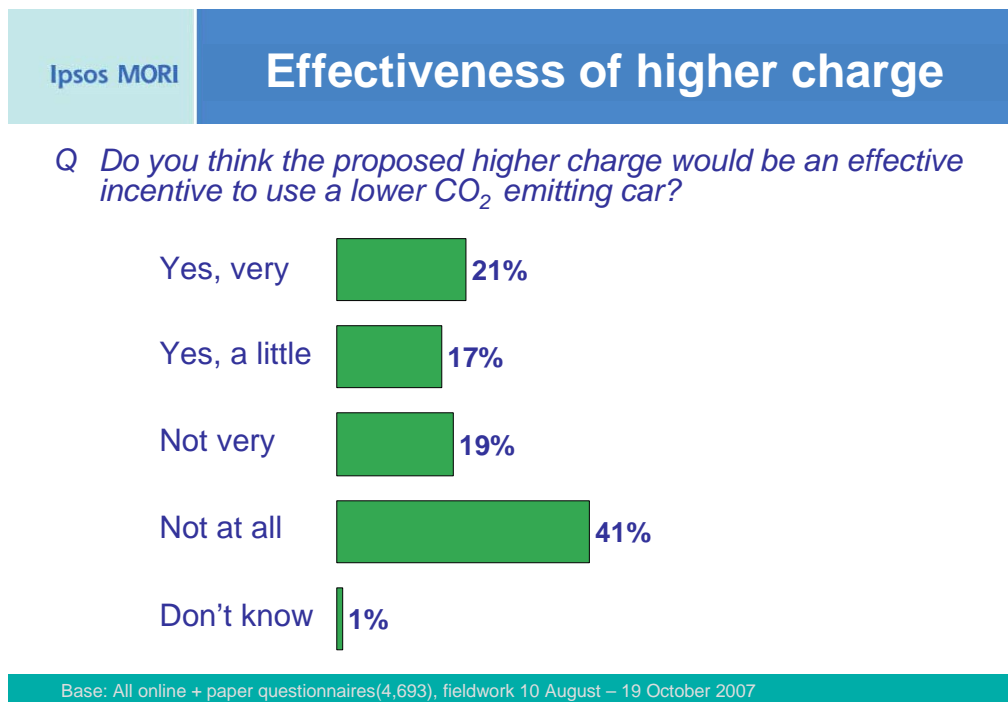
3.3.4 Effectiveness of the proposed higher charge

3.3.4.1 Overall opinions

Consultation respondents' ratings of the effectiveness of the higher charge as an incentive to use a lower emitting CO₂ car are similar to their ratings of the effectiveness of the low CO₂ discount discussed in the previous section. The similarity applies both in terms of the overall results and in differences in opinion by population group.

Three out of five (60%) of respondents say the higher charge would not be an effective incentive, with two in five (41%) saying it would be *not at all* effective. Two in five (38%) say it would be an effective incentive, with one in five (21%) saying it would be a *very* effective incentive.

Figure 17: Overall proportion of respondents who say the higher charge would be an effective incentive



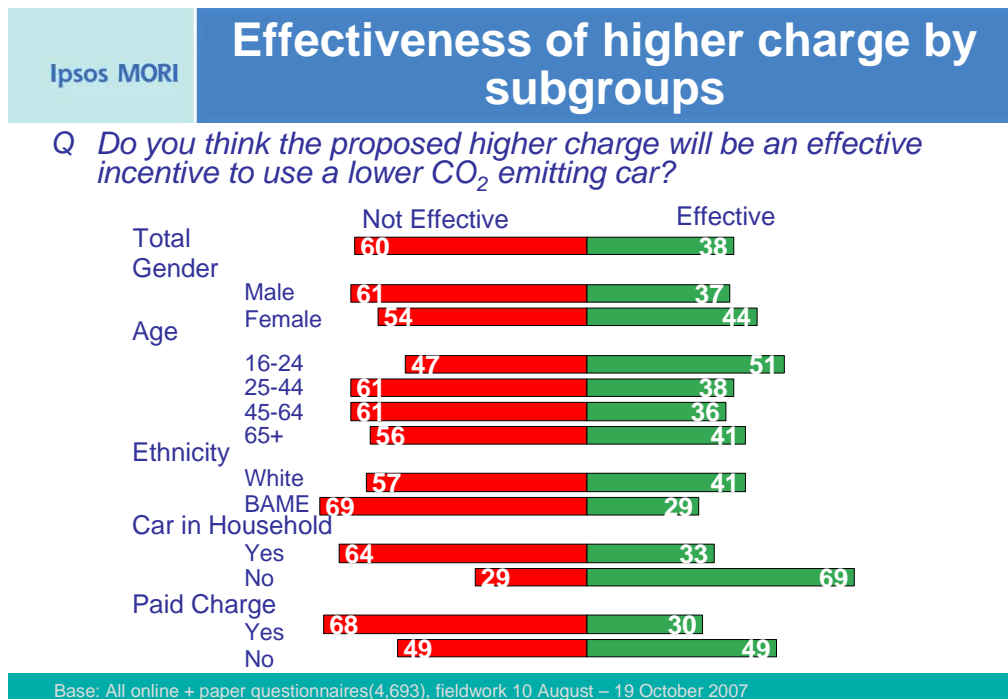
3.3.4.2 Effectiveness of higher charge by population subgroups

As with the low CO₂ discount, there are marked differences of opinion between different groups of consultation respondents. Two thirds (64%) of those with a household car say the higher charge would not be an effective incentive to use a lower emitting CO₂ car, with 44% saying it would be *not at all* effective. In comparison, over two thirds (69%) of those with no household car say it would be an effective incentive.

16-24 year old respondents are more likely than other age groups to say the proposals would be an effective incentive. Half the respondents aged under 25 say that that both the proposed low CO₂ discount and higher charge would be an effective incentive to use a lower CO₂ emitting car. Research shows that younger people tend to be more concerned about the environment, although there could be other factors at play such as car ownership, which is likely to be lower among this age group.

Comparing the responses of White and BAME respondents reveals some variation in the proportions saying the proposals would be effective. A higher percentage of respondents from a white ethnic background consider that the higher charge would be effective compared to BAME respondents. This reflects the responses to the proposed low CO₂ discount shown in Section 3.3.3 above. For both the proposed low CO₂ discount and the proposed higher charge there is a 12 point percentage gap between these groups in terms of the proportion saying the proposals would be an effective incentive to use a lower CO₂ emitting car (41% of white respondents said that the higher charge would be an effective incentive compared to 29% BAME; for low CO₂ discount the figures are 43% and 31% respectively).

Figure 18: Proportion of respondents who say the higher charge would be an effective incentive – analysis by population subgroup



3.3.4.3 Effectiveness of higher charge by area of respondent

Looking again by area, there is an almost identical pattern as for effectiveness of the low CO₂ discount. Respondents in the Congestion Charging Zone and outside London are more likely to say the proposed higher charge would not be an effective incentive to use a lower CO₂ emitting car, with 68% and 61% respectively saying it would not be effective compared to half (49%) of those in inner London outside the Congestion Charging Zone.

Figure 19: Proportion of respondents who say the higher charge would be an effective incentive - analysis by area

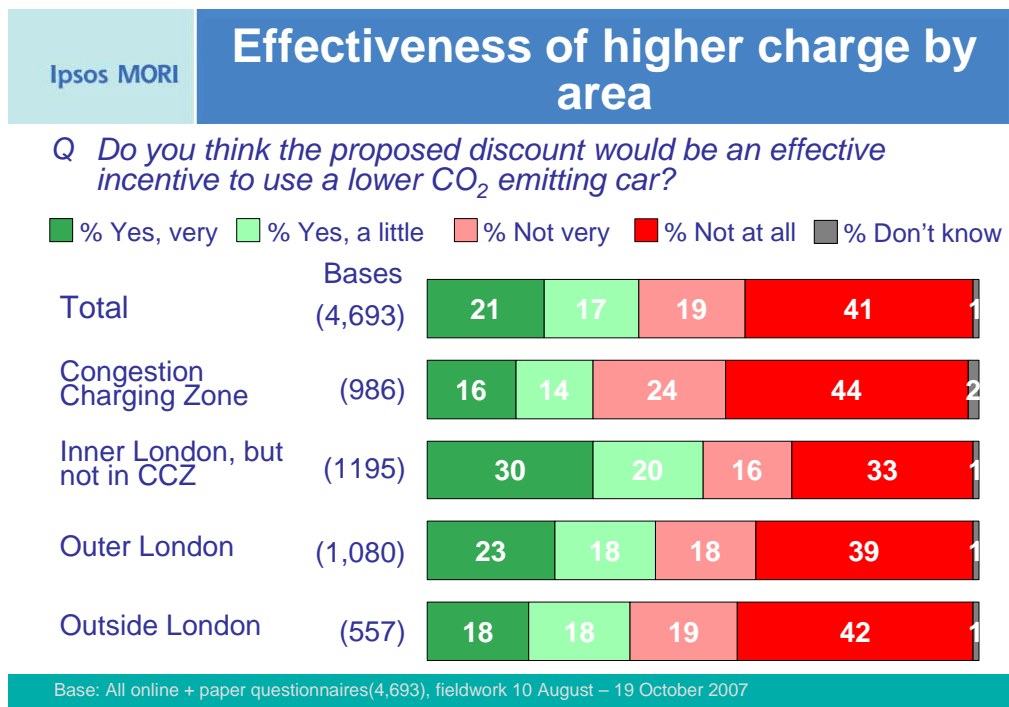
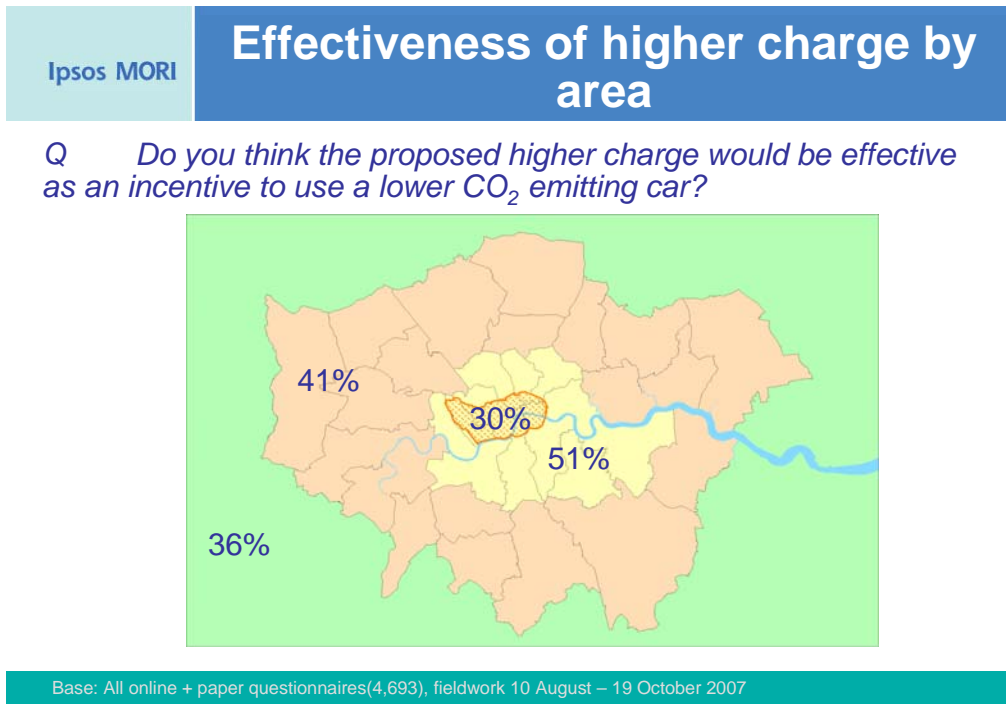


Figure 20: Proportion of respondents who say the higher charge would be an effective incentive - analysis by area



4 Responses to the consultation: open responses

4.1 Overview

This section examines the open responses submitted to the consultation. These include emails, letters and other comments from question five of the internet and paper questionnaires.

Table 2: Number of each type of response for which free text responses were received:

Online questionnaires	Paper questionnaires	Emails	Letters	Overall Total
3,184	98	48	90	3,420

The responses were grouped by the issue raised. This makes it possible to see which concerns were mentioned most frequently and whether they were mentioned by particular types of respondent.

The responses are discussed first in terms of broad *themes* and then more detailed *issues*.

The vast majority of responses were from members of the public. Some organisations and businesses also made submissions. Where appropriate, comments from these are included alongside those made by members of the public.

Table 3: Number of each type of respondent for which free text responses were received

Public	Organisation	Business	Overall Total
3,403	4	13	3,420

Submissions from businesses and organisations tended to focus on different issues from those most commonly raised by members of the public. This is discussed in more detail later in this section.

The following table shows the *themes* in bold and the specific *issues* within each theme, along with the percentage of respondents who mentioned each issue or any issue within each theme.

Table 4: TfL consultation themes and issues

Please note that * indicates when percentage is less than 1%

Please note that a dash (-) represents no responses

Open responses – Themes and Issues (TfL consultation)	
<i>Base: All respondents (4831)</i>	<i>%</i>
The principle of an emissions related congestion charge	48
Objective to raise revenues/another tax	23
Should not mix congestion with emissions/ CO ₂	11
Oppose an emissions related congestion charge	9
Linkages with other Mayoral strategies/ policies	7
Support an emissions related congestion charge	6
Undemocratic/affecting my freedom of choice	5
Political motivation	4
CO ₂ not an important contributor to climate change	3
Use of revenue	3
Inclusion of pre-2001 vehicles	1
Proposals are too extreme	1
Proposals do not go far enough	*
Proposals are too complex	*
Will increase bureaucracy/red tape	*
Should focus on air quality as well/ instead of CO ₂	*
Concerns about surveillance involved (“Big Brother”)	*
Other principle issues	2
Suggested Alternatives	32
Charge should be based on other criteria	11
Public transport (buses/ cycles etc) should be improved to encourage use	9
Need to tackle other transport sources of CO ₂	6
Need to tackle nontransport sources of CO ₂	4
Should be grants to encourage drivers to buy cars which emit less CO ₂	2
Manufacturers should be forced to produce vehicles which emit less CO ₂	2
Should be more action at national level	2
Should be graduated charges	2
Heavy commercial vehicles should be included/targeted	1
Should be a ban rather than a higher charge	1
Should cover a wider area than the Congestion Charging Zone	1
Initiatives which tackle car-related emissions should be led by boroughs rather than by TfL	*
Charge should be applicable 24 hours a day seven days a week	*
3000 cc too high	*
Should encourage soft measures	-
Other alternatives	1
Level of Charge	15
Charge should be higher (Low CO ₂ discount)	6
Charge should be lower (Higher charge)	4
Charge should be higher (Higher charge)	2

Charge should be lower (Low CO ₂ discount)	1
Charge is correct (Higher charge)	1
Size of increase in charge for residents with Band G vehicles	1
Charge is correct (Low CO ₂ discount)	*
Charge should be higher (Euro V)	*
Charge should be lower (Euro V)	*
Charge is correct (standard charge)	*
Charge should be higher (standard charge)	*
Charge should be lower (standard charge)	*
Relationship to PCN	*
Charge is correct (Euro V)	-
Other level of charge issues	1
Transport Impacts	13
Impact on congestion	10
Use of inappropriate diversionary/ boundary routes	1
Discourage use of public transport	*
Impact on bus journey times and reliability	*
Will reduce congestion	*
Will encourage people to buy a second car	4
Other transport impacts issues	*
Environmental Impacts	12
It won't make any difference on air quality/emissions	4
Impact on life-cycle costs	3
Negative impact on CO ₂	2
Negative impact on air quality/emissions	2
It won't make any difference/no impact on CO ₂	2
Negative impacts outside London	*
CO ₂ versus other emissions	*
Positive impact on vehicle fleet	*
Positive impact on CO ₂	*
Positive impact on air quality/emissions	*
Positive impacts outside London	*
Negative impact on vehicle fleet	*
Other Environmental Impacts Issues	*
Social and Economic Impacts	12
Proposals will not effect those who can afford it	6
Negative impact on businesses who use vehicles inside the Congestion Charging Zone	2
Impact of inclusion of pre 2001 cars	1
Impact of inclusion of Band G and equivalent cars	*
Fleet vehicles	*
Monitoring of impacts	*
Health impacts	*
Impact on business involved in LPG related activities	*
Impact on businesses using LPG vehicles	*
Impact on businesses involved in car sale, manufacture and repair	*
Impact on public sector bodies of the higher charge for Band G equivalent vehicles	*
Other social and economic impacts	4
Discounts and Exemptions	6
End of residents discounts for Band G or equivalent vehicles	5
Discount for Blue Badge holders	*

Impact on disabled people with no Blue Badge	*
Discount for Fleet Scheme operators	*
Exemptions for black cabs/ mini-cabs	*
Motorcycles	*
Application to Selected Partners	-
NHS Reimbursement Scheme	-
Impact on equalities groups	-
Discounts for purchase of monthly or annual charges	-
Other discount and exemption issues	1
Public Information	6
Consultation process is inadequate	4
Criticism of online questionnaire/ leaflet	2
Not enough information provided on impact of scheme	*
People affected won't know	*
Other consultation issues	*
Timetable	5
Proposal for introduction of higher charges is premature	3
Proposal for introduction of low CO ₂ discount is premature	1
Proposed timetable is correct	*
Proposal for introduction of low CO ₂ discount commences too late	*
Proposal for introduction of higher charges commences too late	*
Proposal for introduction of Euro V incentive commences too late	*
Confused over phased introduction dates	*
Other timetable issues	*
Alternative Fuel Discount	4
Proposal unfair due to compliance costs	1
LPG/ other alternative fuels role in CO ₂ reduction not recognised	1
AFD should be maintained	1
Proposal unfair as changes principle from Air quality to CO ₂	*
Benefits of biofuels not considered	*
Agree with closure of AFD	*
Reduction in standards as requirements not as stringent	*
Other Alternative Fuel Discount Issues	-
Euro V	1
Discount for high polluting vehicles while less polluting cars pay £25	*
Effectiveness of discount	*
Size of discount for Fleet Scheme	*
Classes of vehicles included in the discount	*
Impact on emissions	-
Other Euro V Issues	*
Operations	1
Identification of vehicle eligibility for low CO ₂ discount	*
Registration for low CO ₂ discount	*
Identification of whether vehicle is subject to higher charge	*
Payment of higher charge	*
Interaction between LEZ and emissions related congestion charge for pick-ups	*
Other Operations Issues	1
Enforcement	1
Enforcement against foreign vehicles	*

Vehicles from Northern Ireland	*
Treatment of diplomatic vehicles	*
Payment of wrong charge	*
Need to register for low CO ₂ discount	*
Persistent evaders	*
Additional Infrastructure	*
Ensuring mini-cab licences are legitimate	*
Other enforcement issues	*
Other	5
Negative impact of existing congestion charging scheme	3
Rude/ Irrelevant	2
Not stated (no free text comment made)	29

Source: Ipsos MORI

4.2 Summary of broad themes

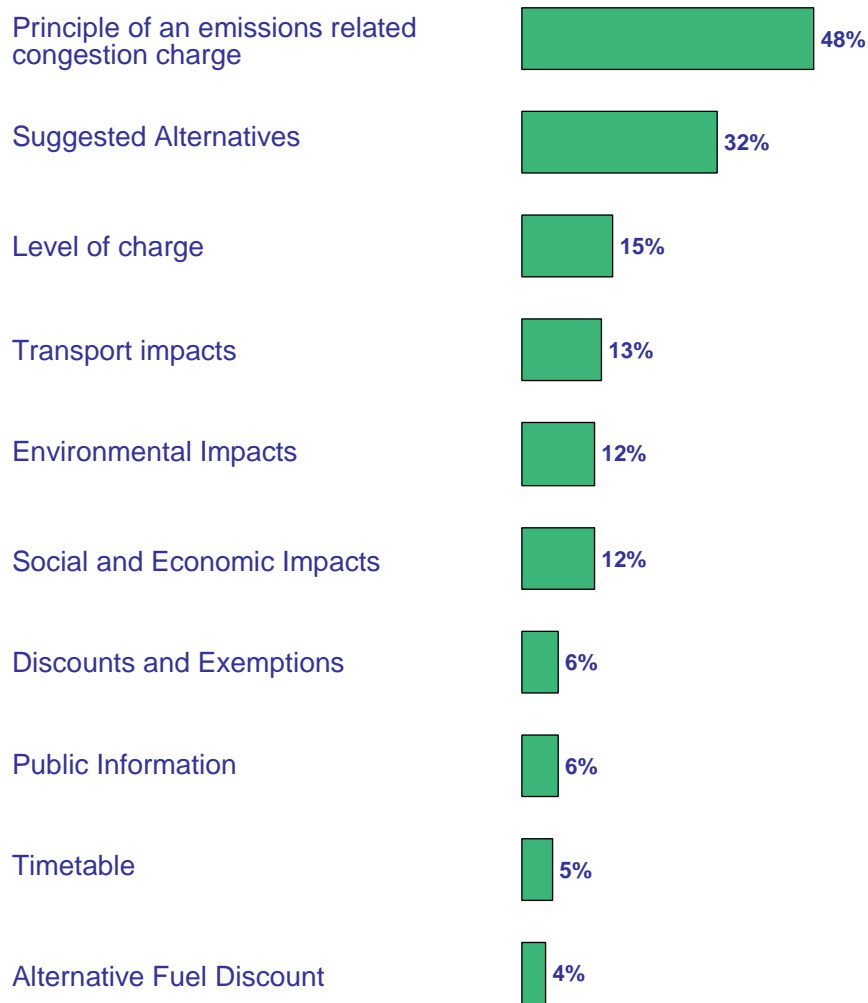
The chart on the next page gives an overview of responses to the consultation by classifying them in terms of their general theme. The ten most commonly mentioned *themes* are shown on the chart. Further details of the issues raised within each theme are given in the previous table and include comments both favourable and unfavourable towards the proposed scheme, as well as ‘qualified’ responses which may have included both favourable and unfavourable comments within the same submission.

Almost half (48%) of responses concerned the principle of an emissions related congestion charge. Suggested Alternatives were given in almost a third (32%) of submissions. Smaller proportions covered the level of charge (15%), transport impacts (13%), environmental impacts (12%) and social and economic impacts (12%).

Figure 21: Ten themes mentioned most frequently in free response submissions

Ipsos MORI **Top 10 themes from free response submissions**

Q Do you have any further comments on the proposals?

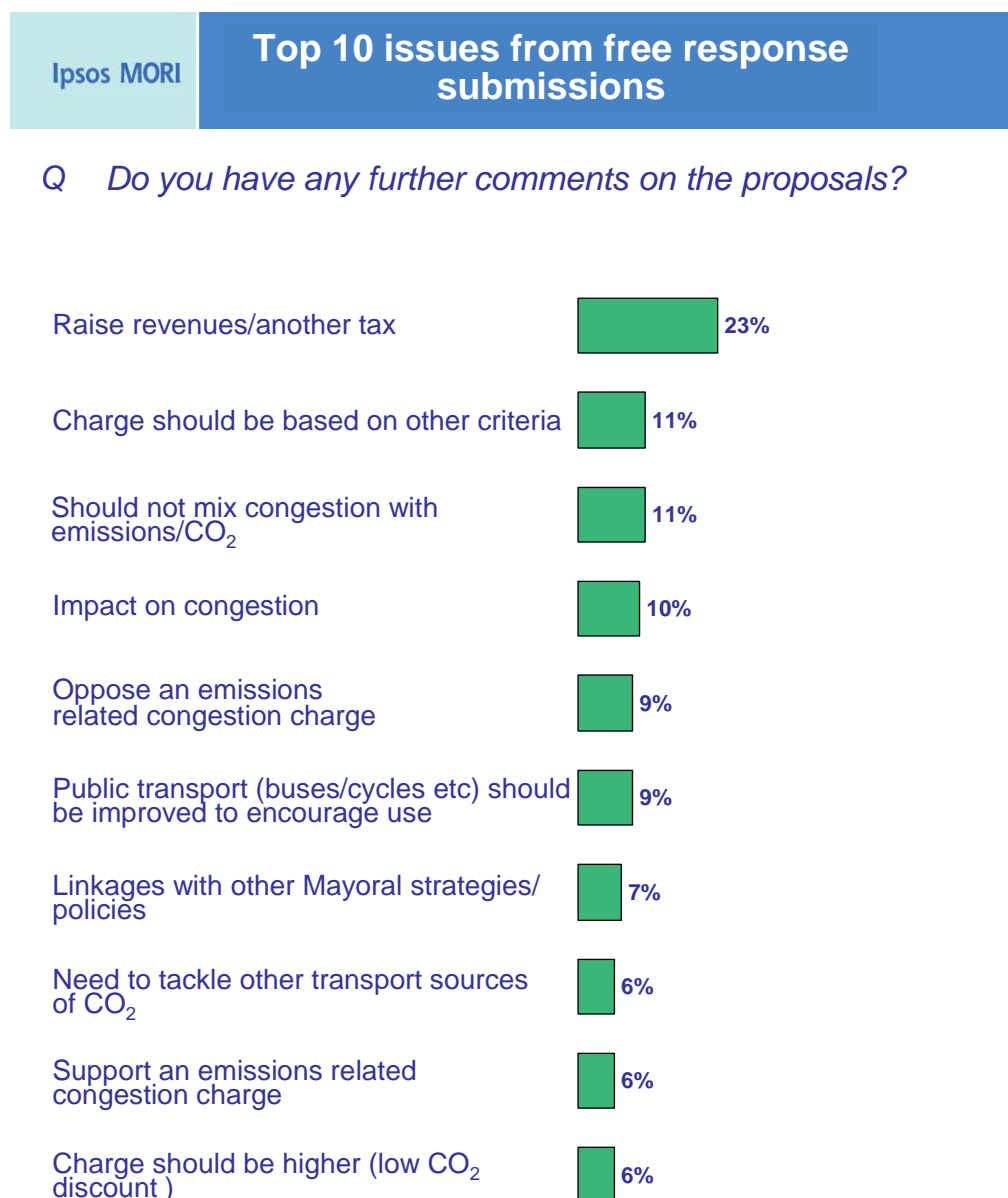


Base: All (4,831), fieldwork 10 August – 19 October 2007

4.3 The most common specific issues

Grouping the responses in terms of more specific issues enables a more detailed examination of the submissions. The chart shows the ten most mentioned *issues*.

Figure 22: Ten issues mentioned most frequently in free response submissions



Base: All (4,831), fieldwork 10 August – 19 October 2007

4.4 Discussion of the most common specific issues

4.4.1 Objective to raise revenues/another tax

Comments most frequently expressed an objection to raising revenues or the introduction of another tax. Almost a quarter of respondents made comments (23%) concerned with this issue.

I think the idea of using a congestion charge as a pollution tax is morally bankrupt

Male, 25-44, White, Car in household, Not paid CC in last six months

Some respondents say the proposal would change the charge into a tax:

This is not a congestion charge; this is now turning to a tax.

Male, 25-44, White, Car in household, Paid CC in last six months

These proposals are just another tax on motorists disguised under a different title.

Male, White, Car in household, Not paid CC in last six months

There are minimal environmental benefits and it just seems to be a way to tax a small group of drivers, who may require to use a larger vehicle or who otherwise may have purchased them when CO₂ emissions were not on the political agenda – and they are already paying a higher road licence tax penalty.

Organisation

This is a further excuse to increase income from motorists, with little improvement in the service levels and quality of public transport.

Male, 45-64, White, Car in household, Not paid CC in last six months

Some respondents, who see the proposals as a tax, suggest that other road users should also pay a tax:

Just another way of taxing motorists, will not ease congestion and unfairly operates against car use as opposed to vans, lorries and motorbikes

Female , 25-44, White, Car in household, Paid CC
in last six months

For some, it would be another tax to add to a general excess of taxation:

As a small business owner within the Congestion Charge zone I am disgusted with the continual attack on us. We already suffer some of the highest rents and rates and salaries in the world, and generate billions of pounds for the economy, yet we must pay another stealth tax to use our vehicles to create that wealth for the country.

Male, Black/Black British, Car in household, Paid
CC in last six months

There is a view that the proposals are a tax on people with large cars out of proportion to the environmental damage they cause:

It is purely a tax on people with big cars. The cost of making a cars petrol consumption carbon neutral is less than 2p per litre of fuel used by the car therefore it appears that you are equating the value of the equivalent of 1,200 litres of fuel used by the car which is quite a large amount.

Male, 45-64, White, Car in household, Paid CC in
last six months

4.4.1.1 Profile of respondents who say objective is to raise revenues or proposal is another tax

The age, gender, ethnic group and area profiles of respondents who say the objective is tax or revenue raising are not notably different from those of the consultation as a whole.

They are slightly more likely to have a car in their household (87% compared to 82% of respondents as a whole) and more likely to have paid the congestion charge in the last six months (62% compared to 55% of consultation respondents as a whole).

Compared to all consultation respondents, they consider climate change a less important issue. Only 27% view it as 'very important' compared to 44% of consultation respondents as a whole. The proportion who view it as 'not at all important' is bigger than for the consultation as a whole: 13% compared to 8%. They are less likely to have taken action in the past 12 months as a result of concern for the environment: 83% have done so, compared to 89% of all respondents.

They are considerably more likely to say that the 100% low CO₂ discount would not be an effective incentive to use a lower CO₂ emitting car (79% compared to 56% of all respondents). Similarly, they are more likely to say the proposed increase for Band G vehicles would not be an effective incentive to use a lower CO₂ emitting car (81% compared to 58%).

4.4.2 Charge should be based on other criteria

Some respondents think that the charge should be based on the actual carbon dioxide produced (rather than VED bands) or on km driven.

These proposals take no account of the actual Carbon Dioxide produced either directly or indirectly by the vehicle and as such are unfair taxation. The emissions based congestion charge would only be fair if it factored in the actual mileage driven in the congestion zone. You could for example drive 150 metres in the Zone and be charged £.25 whereas a small car might do 60 miles in the same day and be charged £8. The smaller car would have produced much more carbon dioxide.

Male, 45-64, Other Ethnic Group, Car in household, Paid CC in last six months

Emissions should be taxed based on the volume of CO₂ that they actually produce, not on what they could theoretically produce, that can be ascertained through the mileage covered annually, for instance a Rolls Royce driven for 1000 miles in a year will produce less CO₂ than a Mini driven 10,000 miles in a year. With the government's proposed "black boxes" for road charging, this could be calculated easily. On the proposed basis it seems that this is an extremely ineffective way of actually reducing significantly actual CO₂ produced, as it the numbers affected (therefore the practical theoretical CO₂ reductions) would be tiny.

Male, 25-44, Black/Black British, Car in household, Paid CC in last six months

In many cases respondents would prefer to see mileage addressed by taxation on fuel:

A far simpler and fairer method would be to increase taxation on fuel and then the polluter pays.

Male, 45-64, Other Ethnic Group, Car in household, Paid CC in last six months

Another approach would be to base the charge on a combination of journeys made and the pollution produced:

The proposals will not achieve reduction of congestion. The focus, instead, should be on the amount of journeys a car makes in the congestion zone and the level of pollution caused. This would require a much more holistic and sophisticated regime than the one proposed.

Car Manufacturer

Basing the excess charge for older vehicles on engine size attracts some criticism:

Also the excess charge on 3.0 litre vehicles is also wrong as it takes no account of emissions. If you had in fact done any research you would find that some 2.0 litre petrol cars have higher emissions than 3.0 diesels. Clearly it this part show that the mayor is just targeting vehicles regardless of their emissions

Male, 25-44, White, Car in household, Paid CC in last six months

Some respondents favour a charge based on vehicle weight or physical size:

I think a route that would be more acceptable to the public would be to charge by vehicle weight - that way, you really would get urban 4x4s off the road.

Female, 25-44, Asian/Asian British, Car in household, Not paid CC in last six months

Another suggestion is that the charge should consider the capacity of the car. Some favour charging based on the number that could fit in the car:

I can understand that it is important that people use more environmentally friendly vehicles, but it seems that you are ignoring the number of seats in a vehicle! A Smart four two might only emit 116g/km but it can only carry two passengers - 58g/km per passenger. A Volkswagen Touran 1.9 TDI emits 156g/km but can carry seven passengers - just 22g/km per passenger! It would take four Smart cars to carry this many passengers, a total of 464g/km, more than an Audi Q7 4.2 petrol!! Would it not make more sense to charge per seat?

Male, 25-44, White, Car in household, Not paid CC in last six months

More often, respondents think the charge should reflect the number of people actually being carried in the vehicle:

Critically, an effective congestion charging system also needs to take account of vehicle usage. For example, a fully occupied seven passenger vehicle emitting 180 grams of CO₂ per kilometre, or a fully loaded four passenger vehicle with tailpipe emissions of 160g CO₂/km emit far less per person than a sole occupant in a 120 g/km car, and at the same time have a correspondingly positive impact on overall levels of congestion. On this basis, the objective of the London Congestion Charge should not just be to influence what vehicles individuals choose to use but also to influence how they choose to use them.

Car Manufacturer

Others consider that the charge should consider occupancy as well as size of vehicle:

They don't make sense because they confuse congestion with emissions! With the discount, congestion would likely go up as more people get a discount and use the zone. From a congestion point of view, it may be better to consider size of vehicle and divide by number of passengers (actually in vehicle rather than capacity). This would apply to all vehicles including taxis, buses, lorries etc. From an emissions point of view, it would be better to have a more graded price structure - otherwise people will choose cars just below the thresholds.

Male, 25-44, Car in household, Not paid CC in last six months

I have four young children. Under current EU law, each requires a child seat. I would not drive a people carrier if I had the choice, but I have to by law. Moving four under sixes around by public transport is not always practical (have you tried a double buggy on the tube?). Basically, by increasing the charge, you are ensuring that none of the children will be able to enjoy our city. To call congestion charging by engine size green is entirely spurious - a people carrier with six people in it produces much less per person than a smaller car with one person in it. Can you do something based on occupancy (e.g. double congestion charge for single occupancy), as they do in the US?

Male, 25-44, White, Car in household, Paid CC in last six months

Another view related to the issue of single-occupancy cars is that the charge should take account of whether cars were being used as part of a car-sharing club:

I have recently joined a car sharing club and wonder if such clubs could be discounted in some way?

Female, 45-64, White, No car in household, Not paid CC in last six months

Further suggestions include two-part charges based on vehicle dimensions and either CO₂ emissions or frequency of use:

Divide the charge into two components: A) by car dimensions (a big jeep occupies more space than a small Smart, and it contributes more to traffic congestion) B) by CO₂ emission: the more the car "steals" our oxygen, the more it emits CO₂, the higher the congestion charge.

Male, 25-44, White, Car in household, Not paid
CC in last six months

It is meant to be a congestion charge and not an emissions charge. As the former, no vehicle should be exempt and should be priced on size and frequency of use. There is no evidence to suggest that this form of CO₂ tax would work either. It is surely a matter for government and car manufacturers to resolve rather than private motorists out of their own pockets.

Male, 45-64, White, Car in household, Paid CC in
last six months

An alternative idea is basing the charge on the age of cars:

.... let's start focusing on the real "bad" cars - why not charge every car that is older than 6 years, £ 30.00 - no matter what engine size - because it's an old car... and then charge every other car that is on the road according to it's emissions....

Male, 25-44, White, Car in household, Not paid
CC in last six months

More sophisticated road pricing is one suggestion, offering greater fairness and efficiency than the proposed or existing congestion charge:

A much more equitable and effective method would be the implementation of road pricing whereby the charging was not blunt edged as is the current proposal and congestion surcharging in general. The utilisation of technology should be implemented whereby charging could be rendered differently according to time, location, distance and vehicle engine size and type - it is already in use in Germany for Commercial vehicles.

Male, Car in household, Paid CC in last six months

...we need to move towards a road pricing model, so that people pay for the amount they drive in the centre of London on a pence/mile basis and on the scale reflecting the environmental impact of each vehicle.

Organisation

Another idea is that the charge should take into account a household's number of non-work related cars:

People who own more than one car not work related should have a further increase on their congestion charge to stop the 4 wheelers having a micro for city runs Families who have no car should have a green voucher gift ie £100 of their water bill or electric

Female, White, No car in household, Not paid CC in last six months

4.4.2.1 Profile of respondents suggesting different criteria

The age, gender and ethnic group profiles of respondents who say the charge should be based on other criteria are not notably different from those of the consultation as a whole. They are more likely to live in the Congesting Charging Zone (24% do so compared to 20% of consultation respondents as whole) and less likely to live in Outer London (22% compared to 19%).

They are more likely to have a car in their household (86% compared to 82% of respondents as a whole) and more likely to have paid the congestion charge in the last six months (63% compared to 55% of consultation respondents as a whole)

They are as likely as all consultation respondents to view climate change as an important issue. However, they are less likely to view it as 'very important' (37% compared to 44%) and more likely to view it as 'fairly important' (41% compared to 32%).

The proportion of them that has taken any action in the last 12 months due to concern about the environment is similar to those for consultation respondents as a whole (88% compared to 89%). However, they have taken more actions than the consultation respondents as a whole. Specifically, a larger proportion has tried to conserve energy in the home (76% compared to 72% of consultation respondents as a whole), reduced their water usage (65% compared to 57%) or recycled (82% compared to 77%).

They are more likely to say that the 100% low CO₂ discount will not be an effective incentive to use a lower CO₂ emitting car (64% compared to 56% of all respondents). They are also more likely to say the proposed increase for Band G vehicles would not be an effective incentive to use a lower CO₂ emitting car (66% compared to 58%).

4.4.3 Should not mix congestion with CO₂

Just over one in ten (11%) respondents who made comments mentioned their concern about combining congestion charging with emissions charging.

I do not agree with the proposals as congestion charge was set in place to cut down congestion in Central London. Pollution matters should not be combined with congestion charge.

Female 25-44, Chinese, Car in household, Paid CC in last six months

"Congestion" charge is a completely inappropriate term to use for a levy that is governed by a vehicles emissions, and not their size. It is a social tax on aspirational products, and not a focused endeavour to reduce the amount of congestion within the city.

Male, 25-44, White, Car in household, Not paid CC in last six months

Some respondents focus on the fact that CO₂ emissions were not part of the charge's original remit:

The move into regulating traffic flow based on emissions, doesn't address the single minded purpose of the congestion charge - to reduce traffic.

Male, White, Car in household , Paid CC in last six months

Other respondents express concern that the combination of the two in one charge was illogical:

It makes the Congestion Charge into a Green Tax, and ignores the fact that if it really is trying to combat congestion; then an electric car takes up the same space as one with a large engine, and the space taken up, not the means of propulsion, congests the roads.

Male, 45-64, White, Car in household, Not paid CC in last six months

Some respondents express their belief that one charge cannot address two different issues effectively:

I think it's absurd to use the congestion charge as a very blunt tool for this purpose. Its stated intention is to reduce congestion, and that's where its purpose should end.

Male, 45-64, White, Car in household, Not paid
CC in last six months

Two issues are trying to be bundled into one in a clumsy way.

Male, 25-44, White, No car in household, Paid CC
in last six months

Some consultation respondents take this concern further by suggesting more appropriate ways to reduce congestion and emissions:

The congestion charge is the wrong instrument for taxing CO₂ emissions. CO₂ emission is directly related to the amount of petrol consumed - so the appropriate instrument to tax is petrol, not congestion... Congestion is best tackled by road pricing, CO₂ emissions by taxes on energy.

Male, 25-44, White, Car in household, Paid CC in
last six months

Other respondents say that emissions and congestion are both addressed by the current charging system's focus on congestion:

To allow a multi-tiered system for vehicles which emit CO₂ at different levels undermines the whole point of the congestion charge...Stick with the original aims of the congestion charge and environmental benefits will follow.

Male, 16-24, White, Car in household, Not paid
CC in last six months

A congestion charge should aim to reduce congestion (rather than pollution), as fewer vehicles of any sort would reduce the pollution. There is a danger in the proposals that low pollution drivers will think they have a right to continually drive in town or anywhere else.

Male, 45-64, White, Car in household, Not paid
CC in last six months

4.4.3.1 Profile of respondents who say charge should not mix congestion with CO₂/emissions

There are no notable differences between respondents who mention this issue and the consultation respondents as a whole in terms of whether they have paid the congestion charge in the last six months, have a car in their household or their gender, age, ethnic group or profiles.

Respondents who mention this issue are less likely to view climate change as 'very important' (31% compared to 44% in the consultation as a whole). A larger proportion view it as 'fairly important' (39% versus 32% among all respondents) or 'not very important' (16% as against 11%).

4.4.4 Impact on congestion

One in ten (10%) comment that the proposals would increase congestion.

Current proposals will result in central London being clogged up with even more (albeit smaller) vehicles

Male, 25-44, White, Car in household, Paid CC in last six months

These proposals in my view render the congestion charge redundant - what we will have is an emissions charge which will do nothing to alleviate congestion. Blocking London's arteries with a million Toyota Prius's will not help London's quality of life.

Male, 25-44, White, Car in household, Paid CC in last six months

The percentage of cars that will be put off from entering by virtue of a £25 charge will be more than offset by all those getting in for free.

Male, 25-44, White, Car in household, Paid CC in last six months

Other respondents express the view that the proposals would undermine the improvements that they say the original congestion charge has produced:

I am all for the increase for higher polluters but how can it be a congestion charge if "low" emission vehicles pay nothing. These vehicles still clog up the roads. They still make it more unpleasant and dangerous for cyclists and pedestrians. When walking and cycling in London I really appreciated the quieter roads when the original congestion charge was introduced. The improvement in the buses was also noticeable. Charging more for higher emissions is a good thing but encouraging more cars even if low emission will be a step backwards.

Male, 25-44, White, No car in household, Not paid CC in last six months

...while we accept that there has not been a huge increase in the number of zero rated vehicles (hybrids, electrics and gas-powered) under the present charging regime, we believe this is because none of those technologies is really established. If zero-rating were to be extended to low emission conventional internal combustion powered vehicles (petrol or diesel) we believe there would be a large increase in the numbers using London streets. The undoubted benefits of the Congestion Charge would soon be lost.

Organisation

4.4.4.1 Profile of respondents who say proposals would increase congestion

The age, gender and ethnic group profiles of respondents who say the proposals would increase congestion are similar to those for the consultation as a whole. However, they are less likely to come from outside London (7% compared to 12% of consultation respondents as a whole).

They are not notably different from consultation respondents as a whole in terms of whether they have a car in their household or whether they have paid the congestion charge in the last six months.

Their assessment of the importance of climate change is also similar to that of consultation respondents as a whole.

The proportion of them that has taken any action in the last 12 months due to concern about the environment is also similar to those for consultation respondents as a whole. However, they have taken more actions. Specifically, a larger proportion have tried to conserve energy in the home (76% compared to 72% of consultation respondents as a whole), reduced their water usage (62% compared to 57%), recycled (82% compared to 77%) or used public transport, walked or cycled (28% compared to 24%).

They are less likely to say that the 100% low CO₂ discount will be an effective incentive to use a lower CO₂ emitting car (30% compared to 39% of all respondents). Similarly, they are less likely to say the proposed increase for Band G and equivalent vehicles would be an effective incentive to use a lower CO₂ emitting car (30% compared to 37%).

4.4.5 Oppose an emissions related congestion charge

Just under one in ten (9%) respondents commented that they oppose an emissions related congestion charge.

This is a tax and will have no impact on global warming at all. This proposal is misguided and wrong.

Male, 45-64, White, Car in household, Paid CC in last six months

I think this is a pointless exercise. The higher charge would not deter me from driving in London ... I do not live in London but visit frequently, always by car as the trains are too expensive from Wiltshire, and once I have paid for petrol, parking etc, the charge will make little difference to the overall cost of the trip.

Male, 25-44, White, Car in household, Paid CC in last six months

This will penalise those with larger families and small businesses who are already feeling the effect of the Congestion Charge. There must be a fairer way of doing this.

Female, 25-44, White, Car in household, Not paid CC in last six months

It is a disgrace that proposals such as this are being used to vote-catch from the non-car owning majority and seeking to promote the unnecessary vilification of a small minority, without due consideration to the real consequences.

Male, 45-64, White, Car in household, Paid CC in last six months

...this proposal is an outrageous and undemocratic levy. By removing the discount for those living in central London it shows control freakery of the highest order - taking advantage of those trapped by their mortgage.

Male, 25-44, White, Car in household, Not paid CC in last six months

By complicating the congestion charge to include separate price bands etc you are likely to confuse and annoy motorists rather than actually contribute to reducing global warming.

Male, 16-24, White, Car in household, Not paid
CC in last six months

We object to the order in its present form.

Car Manufacturer

4.4.5.1 Profile of respondents who oppose the proposals

The gender, age, and ethnic group profile of respondents who mentioned their opposition to an emissions related congestion charge are similar to those for the consultation as a whole. However, they are more likely to live in the congestion charging zone: 30% of those mentioning their opposition live in the zone, compared to 20% of consultation respondents as a whole.

They are as likely to have a car in their household as consultation respondents as a whole but are more likely to have paid the congestion charge in the last six months: 67% of those mentioning their opposition have paid the charge in the last six months compared to 55% of consultation respondents as a whole.

Compared to consultation respondents as a whole they view climate change as a less important issue. Only 24% view the issue as 'very important', compared to 44% of all consultation respondents. Larger proportions of them view climate change as 'fairly important' (40% compared to 32% of all respondents) and 'not very important' (15% compared to 11%). They are slightly less likely to have taken any action in the last 12 months due to concern for the environment: 81% of them have done so, compared to 89% of all respondents.

4.4.6 Public transport should be improved

Just under one in ten respondents (9%) comment on the need to improve public transport.

..... if people could see significant investment and thus improvement on public transport systems it may provide a stronger incentive to use them...

Male, 25-44, Asian/Asian British, Car in household, Paid CC in last six months

I do not consider these proposals to form part of TfL's operating remit, and the time, effort and funds spent on them could be much better directed at improvements to other TfL strategies that have yet to bear fruit - such as the delivery of a fully integrated public transport system, which would reduce the number of vehicles on the road by virtue of increasing the number of public transport passengers.

Male, 25-44, White, Car in household, Not paid CC in last six months

Some respondents express the view that public transport as a whole needed to be improved, most often in terms of reliability, comfort, cost and safety:

You'd probably get more support for the current levels of "green" taxes, let alone any increases if the Tube and train networks were a) less expensive and b) more reliable.

Not paid CC in last six months

A more efficient, more comfortable and much cheaper public transport system is the obvious answer, not the overcrowded unreliable trains and tube we currently have.

Male, 45-64, White, Car in household, Paid CC in last six months

As a non-driving public transport user, I entirely disagree with this proposal. if more action were taken to make public transport more pleasant, it might be more successful in reducing car use. At the moment, I am seriously considering buying a car to avoid late-running, overcrowded, sweaty and expensive public transport. At least I will not have to tolerate threatening kids, music and idiots yelling into their mobile phones nor will I get mugged again walking home.

Male, 25-44, White, No car in household, Not paid CC in last six months

For others, encouraging walking and cycling should be a priority:

More cars on the road contributes both to actual and perceptions of road danger. One of the biggest obstacles to more people cycling, especially women who, as chief child carers, then influence their children's behaviour, is the perception of traffic volume and speed. The biggest barrier I hear from parents is too many cars on the road. If the Mayor of London is serious about getting more people on bikes and walking, then reducing the volume of traffic is essential. Any measure has to be more than just about 'congestion' or 'pollution' as single issue problems, but about an integrated approach to sustainable transport.

Female, 45-64, Mixed Ethnic Background, No car in household, Not paid CC in last six months

Why not have some car free days when the streets are open only to cyclists and pedestrians - e.g. bank holidays, Sundays etc

Female, 25-44, White, No car in household, Not paid CC in last six months

4.4.6.1 Profile of respondents who say public transport should be improved

The gender, area, and ethnic group profile of respondents who say public transport should be improved to encourage use are similar to those for the consultation as a whole. However, they are more likely to be aged 25-44 (64% compared to 55% of consultation respondents as a whole) and less likely to be aged 45-64 (21% compared to 25% of consultation respondents as a whole).

They are not notably different from consultation respondents as a whole in terms of whether they have a car in their household or whether they have paid the congestion charge in the last six months.

They are slightly more likely than all consultation respondents to view climate change as important (82% compared to 76%).

A slightly larger proportion of them has taken any action in the last 12 months due to concern about the environment compared to consultation respondents as a whole (92% versus 89%). More specifically, a larger proportion have tried to conserve energy in the home (78% compared to 72% of consultation respondents as a whole), reduced their water usage (69% compared to 57%), recycled (87% compared to 77%) or bought greener products (43% compared to 37%).

They are more likely to say that the 100% low CO₂ discount would not be an effective incentive to use a lower CO₂ emitting car (64% compared to 56% of all respondents). Similarly, they are more likely to say the proposed increase for Band G or equivalent vehicles would not be an effective incentive to use a lower CO₂ emitting car (69% compared to 58%).

4.4.7 Linkages with other Mayoral strategies/policies

For some, the proposal is an example of how the Mayor does not listen to people in London:

As usual Ken Livingstone will go ahead and introduce it anyway as he does not listen to the people of London.

Male, 25-44, White, Car in household, Paid CC in last six months

Ken Livingstone ought to get real - & remember his roots & the people who put him in office. Its not just 4x4's that I think he is totally wrong about - but many more things

Male, 45-64, White, Car in household, Paid CC in last six months

Other respondents contrast their enthusiasm for the GLC Fares Fare initiative with their scepticism about this proposal:

I do not drive into the congestion charging zone, I use public transport however I am extremely suspicious that the proposed higher charges are just a revenue raising exercise. I remember when Mr Livingstone was leading the GLC in the 1980's he was brave enough and imaginative enough to cut the cost of using the underground. Using incentives like this seemed a positive way of reducing car usage and congestion.

Male, 45-64, White, Car in household, Not paid CC in last six months

I have admired the Mayor since "Fares Fare". He has gone too far now.

Male, 45-64, Other Ethnic Group, Car in household, Paid CC in last six months

A possible connection is also suggested between the charge increases and the need to fund the 2012 Olympics:

How is an increase from £4 to £125 a week justifiable? Or is this just to pay for the Olympics 2012.

Female, 25-44, White, Car in household, Paid CC in last six months

Other respondents say the proposal is an example of the broader problem of TfL not pursuing a sensible transport strategy:

Clearly TfL are no longer involved in sensible traffic management issues and are just devising underhand ways of raising taxes under the guise of saving the planet. As a tax payer for London I feel TfL and the Mayor are wasting my money and making it more difficult for me to live and travel in the capital.

Male, 45-64, White, Car in household, Paid CC in last six months

The Mayor and TfL have lost all credibility and goodwill in terms of a sensible and effective strategy for traffic management and are so consumed by their own dogma, neither can see the wood for the trees. They are seen to have only increased revenue in their sights.

Male, 65+, White, Paid CC in last six months

TfL needs to adopt a transport policy that is a-political and not one that is so readily identifiable with the political prejudices of Mr Livingstone ... TfL needs a long term vision and a well thought out sustainable policy which encourages innovation in the transport industry as distinct from a Ludite made on the hoof policy that changes continuously to achieve the political ambitions of one individual.

Male, 45-64, White, Car in household, Paid CC in last six months

4.4.7.1 Profile of respondents who make a reference to other mayoral strategies

The age, gender, and ethnic group profiles of respondents who linked the proposals to other Mayoral strategies or policies are similar to those for the consultation as a whole. However, they are more likely to live inside the Congestion Charging Zone (26% compared to 20% of consultation respondents as a whole) and less likely to live in the rest of Inner London (16% compared to 25%).

They are more likely to have a car in their household (88% compared to 82% of respondents as a whole) and more likely to have paid the congestion charge in the last six months (66% compared to 55% of consultation respondents as a whole).

Compared to all consultation respondents, they consider climate change a less important issue. Only 25% view it as 'very important' compared to 44% of consultation respondents as a whole. The proportion who view it as 'not at all important' is bigger than for the consultation as a whole: 14% compared to 8%. They are less likely to have taken action in the past 12 months as a result of concern for the environment: 80% have done so, compared to 89% of all respondents.

They are more likely to say that the 100% low CO₂ discount would not be an effective incentive to use a lower CO₂ emitting car (75% compared to 56% of all respondents). Similarly, they are more likely to say the proposed increase for Band G and equivalent vehicles would not be an effective incentive to use a lower CO₂ emitting car (78% compared to 58%).

4.4.8 Need to tackle other transport sources of CO₂

Some respondents consider that the proportion of CO₂ emissions produced by private cars is much smaller than that produced by other modes of transport or road users.

If it was a genuine environmental measure, it would apply to the whole of London, not just the congestion charge area and it would try and deal with the number of buses in use and the huge amounts of pollution that they emit... What are the proposals to reduce CO₂ emissions in public transport?

Male, 25-44, White, Car in household, Paid CC in last six months

According to the proposals, cars are only responsible for 10-11% of emissions. So what are you doing to address the other 90% odd?

Male, 25-44, White, Car in household, Paid CC in last six months

Considering private cars only emit 10% of CO₂ then this is a hair brain scheme by the anti car mayor and anti car transport for London. Just another way to get money out of people who use cars. The fact is the impact on CO₂ would be 1% at the best. The biggest polluters are buses, one bus puts out the emissions of 150 cars, lorries and black taxi's. Buses, lorries and black taxi's are responsible for 90% of CO₂ emissions in London. As for congestion in the congestion charging zone, this is caused by bus lanes and the amount of black taxi's. The fact that buses only run at 13% capacity when car runs at a minimum 20% capacity the car is less polluting than buses.

Male, 45-64, Mixed Ethnic Background, Car in household, Not paid CC in last six months

For some respondents, this suggests that emissions related charging could not be confined to private cars:

If the charge must be imposed, it must be imposed on all vehicles equally.

Male, 25-44, Other Ethnic Group, Car in household, Not paid CC in last six months

The proposals don't make sense unless there are also proposals for black cabs' and buses' emissions

Male, 25-44, White, Car in household, Paid CC in last six months

I don't see how you can charge larger vehicles this 'TAX' and not charge the worst offenders Buses and Cabs who congest and pollute more than anything else on the roads of inner London, of course that wouldn't be a vote winner but if you sit next to a revving bus any day of the week you might understand ! Also a big van will kick out much more CO2 than any 4 X 4 so will they get charged as well, because if that's so who will pay the extra £25 a day to get a tradesman/deliveries into the C/C zone? the customer that's who ! and that is me and you !

Male, 25-44, Car in household, Not paid CC in last six months

The exemption of taxis attracts criticism:

I believe that this is a silly idea, as all you have to do at the moment is look at most of the taxis currently on the road and how much pollution that these spew out.

Car in household, Paid CC in last six months

It is absurd to exempt black cabs from the proposed charge. In my opinion these are a major cause of pollution in the Zone. The best way to show you are serious would be to single out black cabs to provide a showcase for your proposals. High mileage black cabs are a problem and you are just ignoring it.

Paid CC in last six months

Some respondents argue that buses and taxis need to be encouraged or obliged to use alternative fuels:

If the mayor wanted to reduce CO₂ in London then lower emission buses should be introduced

Male, 25-44, White, No car in household, Paid CC
in last six months

It's also a bit rich that TfL go on about wanting to reduce emissions when the expansion of the London bus fleet has included virtually no hybrid/fuel cell buses, compared to New York who have 500 hybrid buses in their fleet, demonstrating their commitment to a cleaner environment in a more tangible way!

Male, 25-44, White, Car in household, Paid CC in
last six months

Finally while encouragement of public transport is commendable, busses contribute heavily to the CO₂ emissions and these need to be quickly sorted as an example. Further more Taxis need some form of charging to encourage them to get cleaner. there are too many old taxis on London streets that add to the CO₂ problem but have no penalty against them

Male, 25-44, White, Car in household, Paid CC in
last six months

The new scheme looks very complicated (and therefore expensive) to administer, and appears to encourage people to buy new cars. I live and work in London and notice much more pollution coming out of lorries and buses. If the intention here really is to cut emissions, I feel that that might be a more productive focus for attention.

Female, 45-64, White, Car in household, Paid CC
in last six months

Some respondents identify lorries, especially from outside the UK, as another area of CO₂ emission that needs to be addressed.

Lorries especially foreign registered ones and taxis are worse (dirtier) than private cars yet they will escape these charges. Private cars are also used far less than lorries and taxis.

Male, 45-64, White, Car in household, Paid CC in
last six months

Reducing the number of older, less fuel efficient vehicles (both taxis and private cars) is an area of concern for some respondents.

Also if you had less buses running around London empty, then maybe this would help too! ...Try getting the older cars off of the road as the older cars have higher CO₂ anyway.

Male, 25-44, White, Car in household, Paid CC in last six months

Some respondents would like to see emissions reduced by better traffic management or reduced bus congestion:

I also feel that the slowing down of traffic through London - the rephasing of traffic lights, the narrowing of roads etc - cannot help emissions, as journeys take longer and therefore more exhaust will be expelled. This again might be a more fruitful focus for attention, if emissions are really the concern here.

Female, 45-64, White, Car in household, Paid CC in last six months

4.4.8.1 Profile of respondents who mention the need to tackle other transport sources of CO₂

The gender, age and area profile of respondents who mention the need to tackle other transport sources of CO₂ is similar to those for the consultation as a whole. However, they are slightly less likely to come from a Black or Minority Ethnic group: 10% of those mentioning the issue are from BME ethnic groups, compared to 15% of all consultation respondents.

They are more likely to have a car in their household (88% compared to 82% of all consultation respondents) and more likely to have paid the congestion charge in the last 12 months (63% compared to 55%).

They are as likely as all consultation respondents to view climate change as an important issue. However, they are less likely to view it as 'very important' (35% compared to 44%) and more likely to view it as 'fairly important' (39% compared to 32%). Their actions in the last 12 months due to concern about the environment are similar to those for consultation respondents as whole, except that a larger proportion of them have recycled: 86% compared to 77%.

They are less likely to say that the 100% low CO₂ discount would be an effective incentive to use a lower CO₂ emitting car (24% compared to 39% of all respondents). Similarly, they are less likely to say the proposed increase for Band G vehicles would be an effective incentive to use a lower CO₂ emitting car (22% compared to 37%).

4.4.9 Support an emissions related congestion charge

6% of respondents comment on their support for an emissions related congestion charge.

... broadly supports the proposals to incentivize greener, more efficient forms of transport and to improve the environmental performance of cars and other vehicles, by linking the congestion charge to CO₂ emissions.

Environmental group

Some respondents mention their enthusiasm for both the discount and higher charge:

I think it is a very good idea to discount lower emitting vehicles when coming into the congestion zone. There is no place for large , 4 wheel drive vehicles in a city such as London.

Male, 25-44, White, Car in Household, Not paid CC in last six months

The combination of a carrot for reducing emissions and a stick for particularly polluting vehicles is to be welcomed.

Male, 25-44, White, Car in Household, Paid CC in last six months

Some respondents like the idea that their own actions would be rewarded:

I think that it is a fantastic idea - as it would benefit those people who actually do make an effort to buy a smaller car.

Female, 25-44, White, Car in Household, Paid CC in last six months

However, this is not always linked to concern about emissions or the environment:

Not worried about the alleged 'climate change', but saving money on my car is very welcome indeed.

Male, 45-64, White, Car in Household, Not paid
CC in last six months

Winning financially is not always how respondents decide whether they support the proposals:

As owner of a construction company that uses a van I worry about extra charges but still support these proposals (I voted for my London borough's proposal to grade parking permits according to engine size, although that costs me an extra £60 a year).

Female, 45-64, White, Car in Household, Paid CC
in last six months

The effect on drivers of 4x4 vehicles is a specific reason for some respondents' support for the proposals:

The vast majority of people driving around big 4 wheel drive vehicles, contrary to what opponents would have you believe, are not hauling around 5 children. They are driving solo. People need to wake up to the fact that driving has an impact.

Male, 25-44, White, Car in Household, Paid CC in
last six months

Other respondents express support on the grounds that the proposals are what London needs and that it is good to see action being taken:

Well done for taking action. There will come a time. I suspect, when we will have to widen the Congestion Charge area further and charge people a serious amount of money as a real deterrent.

Male, 25-44, White, Car in Household, Not paid
CC in last six months

Very sensible. Projects like this only tend to reaffirm London's image as a trend-setter.

Male, 16-24, White, Car in Household, Not paid
CC in last six months

I think this is an excellent idea. I am so proud that TfL are taking the initiative again- helping London to lead the way in becoming a low carbon city..... People who persist in driving these irresponsible and anti-social vehicles should pay for the damage they cause at a time when most of us are trying to minimise our impact.

Female, 25-44, White, No car in Household, Not
paid CC in last six months

:

Some respondents confine themselves to a very brief expression of their enthusiasm:

I agree. Go for it!

Female, 45-64, White, Car in Household, Paid CC
in last six months

Please do this!

Female, 25-44, Asian/Asian British, Car in
Household, Not paid CC in last six months

4.4.9.1 Profile of respondents who support the proposal

The age and ethnic group and area profile of respondents who mentioned their support for an emissions related congestion charge are not notably different from those of the consultation as a whole. Supporters were more likely to be female than among the consultation as a whole (29% compared to 19%).

They are less likely to have a car in their household (69% compared to 82% of respondents as a whole). Only 39% of respondents who commented on their support had paid the congestion charge in the last six months, compared to 55% of consultation respondents as a whole.

Over nine out of ten (92%) of these respondents consider climate change to be important, compared to just over three quarters (76%) of consultation respondents as a whole. The proportions who consider climate change very important differ more: 80% of the respondents who made comments supporting an emissions related congestion charge, compared to only 44% of the consultation respondents as a whole.

4.4.10 Charge should be higher (low CO₂ discount)

6% of respondents comment that the proposed 100% Low CO₂ discount was too generous.

Totally daft concept. If you have a low CO₂ producing car then you can drive as much as you like in the 'congestion' zone for free but if you have a larger CO₂ producing car and travel a few hundred yards inside the zone, just once, you get charged £25. So you can produce lots of CO₂ with no penalty provided you do it in small amounts at a time.

Female, 25-44, White, Car in household, Not paid
CC in last six months

1) you should only reward people for using public transport & cycles. 2) I think it is always a mistake to reward people to use private transport by giving them a discount. if many more people bought smaller cars as a result, we would be back to square one as regards congestion, noise, danger & pollution.

Male, 45-64, White, No car in household, Not
paid CC in last six months

I firmly believe the congestion charge should not be reduced for any cars, for the simple reason that the charge has greatly cut traffic going into the centre. A discount for lower emitting cars would inevitably increase the number of people driving into the current congestion charging zone, which MUST NOT happen after all the good work done in the last few years to reduce it.

Male, 25-44, White, Car in household, Not paid
CC in last six months

Some respondents disagree with the 100% low CO₂ discount on the grounds that it would increase congestion:

A Nissan micra causes the same congestion as a 4 wheel drive! it doesn't take a lot of working out really!

Male, White, Car in household, Not paid CC in last six months

Small cars should not be exempt. The aim to reduce congestion should still be maintained.

Male, 16-24, White, Car in household, Not paid CC in last six months

do not let any more low emission cars travel for free in the zone this will be in doing all the good work that has been achieved in the past few years.

Male, 25-44, White, Car in household, Paid CC in last six months

The lack of charge for band A and B petrol and diesel cars is inconsistent with the aim of a congestion charge. It may increase congestion firstly within that group due to the lack of any charge whatsoever...and secondly due to movement from other band vehicles to those which are exempt thereby increasing the total number of vehicles entering the congestion charge zone. Rather than a reduction in congestion, there may be an increase.

If the principle of a congestion charge is to reduce congestion, it should apply equally to all cars using the road and causing congestion

Car Manufacturer

Others express the view that Band A and B cars still emit, even if they emit less than other vehicles:

You've got to get less people using cars whatever the size: by all means hit the more noxious emitters more, but don't make it cheaper for owners of merely relatively less damaging vehicles.

Male, 25-44, White, Car in household, Not paid
CC in last six months

I don't think that it should be free for low carbon emitting cars to enter the Congestion Charge zone. Driving always has negative environmental and societal consequences and some positive price should be charged to every car that comes into the zone, although it would be fair to charge them less than higher carbon emitting cars.

Male, 16-24, White, Car in household, Not paid
CC in last six months

I am deeply disappointed that there is going to be a 100% discount for some cars. Whilst carbon emissions is important and I agree with penalising gas guzzlers; small cars also emit carbon dioxide. They are not by any means carbon neutral...Therefore to give a 100% discount on any car is an absolute travesty of environmental action. Please rescind this decision. By all means reduce the charge for smaller cars but don't remove it altogether.

Female, 25-44, White, No car in household, Not
paid CC in last six months

There is some disagreement about what would be a better rate for band A and B vehicles:

A small charge should still be levied for any car that produces little CO₂ (e.g. £2) and cars that produce no CO₂ should pay no charge. A lower CO₂ emitting car still contributes to climate change.

Male, 25-44, White, Car in household, Not paid
CC in last six months

I don't think that this discount should be zero as this does not encourage public transport. Maybe as low as £4 a day but at least it makes you think about using the car over the tube/bus etc

Male, 25-44, White, Car in household, Not paid
CC in last six months

I believe that the congestion charge will fail to be as effective if lower emission cars are not charged. I would propose that a lower charge (say £4) would be suitable, this would still encourage lower emission cars to be used, however people who do not need to use a car to go into London would still be discouraged from doing so!

Male, 16-24, White, Car in household, Not paid
CC in last six months

I think it is important no cars are exempt as this contradicts the original aims of the CC, which in my opinion are still valid; consequently I would suggest the greenest cars pay 50% or 75% of the current charge, not nothing. I ride a motorbike

Male, 25-44, White, No car in household, Not
paid CC in last six months

In some cases, respondents would like to see higher charges for band A and B in addition to higher charges for other vehicles:

I approve the discount idea, but not the part that lets "cleaner" cars in free. The charge for cleaner cars should be frozen where it is now. The rest should be allowed to rise.

Male, 45-64, White, No car in household, Not
paid CC in last six months

100% discount is madness for small cars. I completely agree with making 4x4 pay £25, but the only thing that receive 100% discount is motor bikes, cycles & electric cars.

Male, 25-44, White, No car in household, Paid CC
in last six months

I don't think that there should be any exemptions for the congestion charge, even for zero emission electric cars as they still cause congestion, they should be charged less though £3-4. Charging based on CO₂ emissions is not a charge on congestions and it would bring the capital to a standstill again!

Male, 25-44, White, Car in household, Not paid
CC in last six months

Some favour keeping the 100% discount only for vehicles with no emissions:

I think the idea of a 100% discount should be reserved for zero emission vehicles only and not just for low emission vehicles.

Male, 45-64, White, Car in household, Not paid
CC in last six months

Think the 100% discount should be applied only to vehicles that produce 0% CO₂ emissions e.g. electric or hydrogen cars. Any fossil based fuelled cars should not be exempt.

Male, 25-44, Asian/Asian British, No car in
household, Not paid CC in last six months

I feel very strongly that exemption from the charge should be for Zero Emission Vehicles only, so that electric cars do not get 'bundled in' with Internal Combustion Engine (ICE) vehicles. This proposal to widen the number of exempted vehicle models will dilute the present incentive to use Electric Vehicles (EVs) which cause zero pollution at the point of use. The end result will be increased congestion and pollution in the congestion zone if certain ICE vehicles are afforded the same discounts as EVs.

Male, 25-44, White, Car in household, Not paid
CC in last six months

I am writing to object to the Mayor's proposal to make all A- and B- category cars exempt from the London Congestion Charge. If introduced this proposal will undo all the benefits achieved by the Congestion Charge to date and will undoubtedly have a significant negative impact on London's urban environment. It will lead to a rise in congestion, worse air quality in London, a rise in London's CO₂ emissions and it will significantly undermine consumer confidence in new lower CO₂ transport solutions and in particular all-electric zero-emission vehicles.

Company Supplying Alternative Fuel or
Alternative Fuel Vehicles

Giving small cars free access might be too good an incentive and increase traffic in the congestion zone. A 50% rebate to £4 would give an incentive but still penalise people for travelling by car in the zone. A 100% rebate could be granted to zero emission vehicles.

Male, 25-44, White, Car in household, Paid CC in
last six months

Others approve of a 100% discount for some emitters, but think it should only apply to very low emitting vehicles such as those in band A:

I think perhaps a lower hurdle unrelated to band B might be appropriate e.g. 110 g/km as opposed to 120g/km as the latter lets a large volume of cars through.

Male, 25-44, White, Car in household, Paid CC in
last six months

If anything I think you might be being a little generous on the level at which cars qualify as low-emission; I would only want to see zero charge on virtually emission-free cars.

Female, 25-44, White, No car in household, Not
paid CC in last six months

It would be better to limit the 100% discount to cars in VED band A with a lower level of discount for cars in VED band B (say 50%). As a minimum, I believe it would be better to at least announce an intention to remove band B from the 100% discount band at some point in the future so as to encourage people to choose cars with the lowest CO₂ emissions when buying new cars in the immediate future.

Male, 45-64, White, Car in household, Not paid
CC in last six months

Another possibility is a charge for all CO₂ emitters where the thresholds for discounts reduce each year:

Getting people out of their cars has social benefits as well as environmental ones and I believe all vehicles emitting CO₂ should pay the congestion charge, even if discounts are afforded to those which emit less than the average. Perhaps the threshold at which discounts are given could be reduced year on year, to drive down the amount London's cars pollute.

Male, 16-24, White, Car in household, Paid CC in
last six months

4.4.10.1 Profile of respondents who say the low CO₂ discount should be higher

The age, gender and ethnic group profiles of respondents who say the low CO₂ discount should be higher are similar to those for the consultation as a whole. A slightly larger proportion come from Inner London excluding the charging zone (29% compared to 25% of all consultation respondents). A smaller proportion come from outside London compared to the consultation as a whole (7% versus 12%)

They are less likely to have a car in their household (66% compared to 82% of respondents as a whole) and less likely to have paid the congestion charge in the last six months (37% compared to 55% of consultation respondents as a whole)

They are slightly more likely than all consultation respondents to view climate change as important (81% compared to 76%). Compared to all respondents, a considerably larger proportion of them view it as very important: 57% versus 44% of all consultation respondents.

The proportion of them that has taken any action in the last 12 months due to concern about the environment is similar to those for consultation respondents as whole (87% compared to 89%). However, they have taken more actions than the consultation respondents as a whole. Specifically, a larger proportion have tried to conserve energy in the home (77% compared to 72% of consultation respondents as a whole), reduced their water usage (63% compared to 57%), recycled (84% compared to 77%) or bought greener products (43% compared to 37%).

Despite their reservations about the level of the Band A and B charge they are more likely to say that the 100% low CO₂ discount would be an effective incentive to use a lower CO₂ emitting car (44% compared to 39% of all respondents). They are also more likely to say the proposed increase for Band G vehicles would be an effective incentive to use a lower CO₂ emitting car (50% compared to 37% of all respondents).

4.4.11 Businesses and Organisations

Submissions from businesses and organisations often involved detailed discussion of specific aspects of the proposals and suggested alternatives to the proposals.

The importance of addressing emissions was acknowledged by respondents:

London, in common with many other cities and countries throughout Europe are clearly setting the automotive industry the challenge of reducing CO₂ emissions – and this is a challenge which I know xxxxx is rising to.

Car Manufacturer

The removal of the Alternative Fuel Discount prompted some criticism:

...I cannot understand why the proposals totally ignore LPG and do not offer incentives to the drivers of LPG vehicles who already have and will continue to make a sustained effort to help the planet.

Company Supplying Alternative Fuel or
Alternative Fuel Vehicles

...LPG is by far the cleanest overall fuel for CO₂ and Air Quality currently available with an infrastructure that is already in place. Whilst Hydrogen and fuel cell energy will happen this is in the longer term, LPG is here “today” with all the benefits in providing “cleaner air” and should be encouraged not dismissed and exemptions and duty levels should be maintained.

Company Supplying Alternative Fuel or
Alternative Fuel Vehicles

Air pollution by emissions other than CO₂ is currently estimated to reduce the life expectancy of every person in the UK by an average of 7-8 months. The areas of exceedence are relatively small although significant numbers of people are likely to be exposed as the exceedence tend to be in highly populated areas: London is the worst example of this, and Central London is the “bull’s eye” of the problem. Broadly speaking, the bull’s eye corresponds with the congestion charge zone. The latest TfL proposal targets only CO₂ and potentially throws away the incentives in the congestion charge zone – which have worked to date – to run motor vehicles on fuels that have emissions profiles which contribute to the solution rather than the problem.

Company Supplying Alternative Fuel or
Alternative Fuel Vehicles

Sometimes this concern was driven by the signals that withdrawal of the alternative fuel discount would send to consumers. It was felt that moving the goalposts on this would discredit other discounts or exemptions.

This [alternative fuel discount removal] we feel undermines consumer confidence that a discount will have any longevity, i.e. will the car I buy today because of the discount still have the discount tomorrow. The LPG duty relief removal and the collapse of the LPG segment is a good example of how signals can destroy markets.

Car Manufacturer

What cannot be easily quantified is the loss of political credibility as a result of engaging in a U-turn on a policy designed to encourage environmentally responsible behaviour or the loss of future impact of price signals and incentives put in place by politicians. There is little in responding to an incentive if the incentive is to be removed by politicians before individuals and customers can recoup their investment. No wonder that some people might comment that a politician's promises are worthless: a politician's framework of price signals implies a promise – or they risk being written off as cynicism.

Company Supplying Alternative Fuel or
Alternative Fuel Vehicles

Another concern is that the proposals send confusing messages to consumers if they are not consistent with initiatives at national and international level:

...there is a significant risk of sending confusing signals to consumers if the integration into the London congestion charge of measures aimed at managing CO₂ emissions is not properly thought through and carefully coordinated with national and international policy measures in the same area. At the same time, based on experience in other countries, GM believes that emissions-related measures have a limited but useful role to play within the London congestion charging scheme in encouraging the take-up of specific new low CO₂ technologies which have yet to achieve significant market penetration.

Car Manufacturer

Bio-fuels were another option which attracted comment:

...We support the proposed focus on carbon dioxide emissions but believe the scheme can usefully be enhanced to deliver additional benefits to the people of London and the environment. Running vehicles on bio-fuels produced from non food sources is something that can be encouraged by the scheme. Such fuels have a 'well to wheel' CO₂ impact that is far lower than conventional fossil fuels.

Company Supplying Alternative Fuel or
Alternative Fuel Vehicles

...biofuels will have an important contribution to make towards the process of decarbonising road transport over the next 25 years. In Sweden, discounts from the Stockholm congestion charge and free city-centre parking have already helped to boost consumer interest in E85-fuelled vehicles, thereby contributing to Sweden's objective of becoming a fossil fuel independent economy by 2020.

Car Manufacturer

There was a suggestion that car clubs should attract an exemption or reduction and that members of car clubs should be entitled to the residents' discount.

We believe that the principle of emission based charging should go further. Car clubs are supported in principle by TfL, the Mayor and by government because they help to get people out of the habit of owning and driving their own car, they reduce congestion, they take cars off the road altogether, they increase public transport use and as a result they reduce emissions significantly.

Car Club

The classification of extended cab pick-ups was another detail of the scheme that attracted attention:

We believe this proposal misrepresents the nature and usage of these vehicles and will not be effective in achieving TfL's aim of reducing congestion and emissions. Instead we believe that this proposal will add an unrecoverable cost to the businesses of a significant number of construction workers and tradesmen, which will in turn encourage them to revert to their traditional white vans, which cause more congestion and are more polluting.

...we would request that Transport for London reviews again its proposal to treat extended cab pick-ups in the same way as passenger cars. Our recommendation would be that Pick-ups should be treated in the same way as white vans and are excluded from the Band G categorisation.

Car Manufacturer

Concern was raised about the effect on the prestige vehicle industry:

These measures could adversely and pointlessly impact on the sales of prestige vehicles, a world renowned speciality of British Industry, threatening the jobs and lives of employees and their families. The wider impact of London centric policies should not be ignored.

Car Manufacturer

There was also mention of other more far-reaching consequences:

...we share the concerns of other manufacturers, as expressed by the Society of Motor Manufacturers and Traders (SMMT) that this proposal is fundamentally disproportionate and would therefore be ineffective in achieving its aims. It is based on arbitrary CO₂ categories, leading to market distortion, negative impacts on certain vehicle segments and, quite possibly, to other quite unintended consequences.

Car Manufacturer

An effect on a vehicle segment which raised concern was the potential increase in the use of diesel engines:

Due to the CO₂ differential a potential impact of the proposals will be to encourage more use of diesel cars...Diesel cars although causing less CO₂ emissions than petrol engines with an equivalent or higher horsepower produce substantially more NO_x and thus have a far more severe impact on air quality...Reduction of greenhouse emissions is therefore being sought in the knowledge that substantially higher noxious and health damaging emissions will occur. We note that "improving air quality" in addition to reducing greenhouse gas emissions is an integral part of the Mayor's Transport Strategy. The intended effects of this scheme would demonstrably undermine this strategy.

Car Manufacturer

The social consequences of the proposed increase for band G vehicles and the removal of the resident discount also generated concern:

The removal of the residents' discount would cause great hardship to many low income families, including many BME [Black Minority Ethnic] families who require larger vehicles and who cannot afford to upgrade to a similarly sized vehicle with less than 225g CO₂/km. Those families would be forced to sell their vehicles as they simply cannot afford to pay £25 per day charge just to drive to the shops. As every family in the xxx New Deal area is already in the zone, there would simply be no choice but to sell. These sales would occur all at the same time as everybody else trying to sell a similarly banded vehicle and hence the value of these vehicles would plummet. The result would mean many families would be unable to afford to replace their car at all and many otherwise roadworthy vehicles would be needlessly scrapped.

Organisation

The crude differentiation of the proposed charging scheme (£0, £8, £25) leads to an unbalanced penalty per gram CO₂ produced, which is neither socially equitable, nor would deliver the intended emissions reductions.

Car Manufacturer

5 Additional Submissions

5.1 Introduction and background

As referred to in section 1.4, towards the end of the consultation period, Ipsos MORI and TfL received three additional submissions.

The Royal Borough of Kensington and Chelsea (RBKC) and Alliance against Urban 4x4s both submitted responses from their own surveys. These were separate from the TfL consultation and were designed and administered without any involvement from TfL or Ipsos MORI. The methodology of both surveys differed from the TfL consultation in terms of who was included as a potential participant, how they were contacted to take part in the survey and what questions they were asked. For this reason, they are analysed separately in this report.

Streetcar submitted a petition with around 6,000 signatories. It is also discussed in this chapter.

This chapter looks in turn at each of these submissions, detailing the number of responses received, the methodology used and the results.

The numbers responding received by TfL for each of these were as follows:

Royal Borough of Kensington and Chelsea: 1,986 questionnaires

Alliance against Urban 4x4s: 274 questionnaires

Streetcar (petition): c. 6,000 signatories

5.2 Royal Borough of Kensington and Chelsea

5.2.1. Methodology

The Royal Borough of Kensington and Chelsea (RBKC) conducted their own survey during the consultation period. TfL asked RBKC for information about how they carried out their survey. This information is used in this section to describe the process of the RBKC survey, using information supplied by RBKC in this correspondence.

RBKC sent their survey to residents in the Borough (they were not sent to residents of any other Boroughs). The document used was a pre-paid questionnaire, with returns sent to:

Media and Communications Office
The Royal Borough of Kensington and Chelsea
The Town Hall
Hornton Street
London W8 7NX

RBKC sent the mail to residents they thought were likely to be directly affected by the £25 a day charge. This information came from details of cars owned by residents in the RBKC parking permit database.

RBKC identified just over 11,000 people as owning vehicles which would be likely to be liable for the higher charge and sent leaflets to all these households. 1,986 respondents mailed completed forms back to the RBKC offices. RBKC then passed these forms to Ipsos MORI for coding and analysis.

The questionnaires were sent out by RBKC week ending 30 September and responses received at Ipsos MORI by 30 October were coded and included in the results. After 30 October, TfL processed all subsequent responses from this survey. TfL's analysis and commentary of these responses are contained in Chapter 6 of the main report. The total number of questionnaires from this survey received by Ipsos MORI was 1,986. All the results were free text.

As outlined in Section 5.1 above, the leaflet/questionnaire sent by RBKC was not part of the main TfL consultation on the proposals. The leaflet is reproduced at Appendix E and refers to the www.cclondon.com website. It should also be reiterated that it was only sent to residents who RBKC identified as being affected by the higher charge, so is not necessarily representative of the views of residents of the borough or of London as a whole.

The RBKC questionnaire contained only one open-ended question. There were no demographic questions, so it has not been possible to analyse the data in terms of any differences between genders, age groups or ethnicities. The lack of demographic questions also means that it has not been possible to compare the demographic profile of the RBKC survey respondents to the demographic profile of RBKC residents as a whole in order to judge the extent to which consultation respondents resemble the general population of the borough.

5.2.2 Main findings

As in the TfL consultation, the RBKC survey responses were allocated to specific issues which could be grouped into broader themes. The following table shows the *themes*, along with the percentage of respondents who mentioned each.

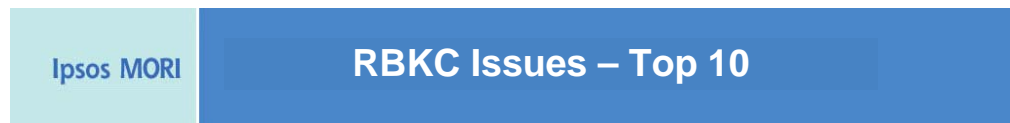
Table 5: RBKC survey - Themes

Open responses – Themes (RBKC survey)	
<i>Base: All RBKC respondents (1,986)</i>	<i>%</i>
The principle of an emissions related congestion charge	80
Suggested Alternatives	34
Social and Economic Impacts	15
Level of Charge	12
Discounts and Exemptions	12
Environmental Impacts	7
Alternative Fuel Discount	6
Public Information	6
Transport Impacts	5
Operations	*
Euro V	*
Enforcement	*
Other	8
Not stated	*

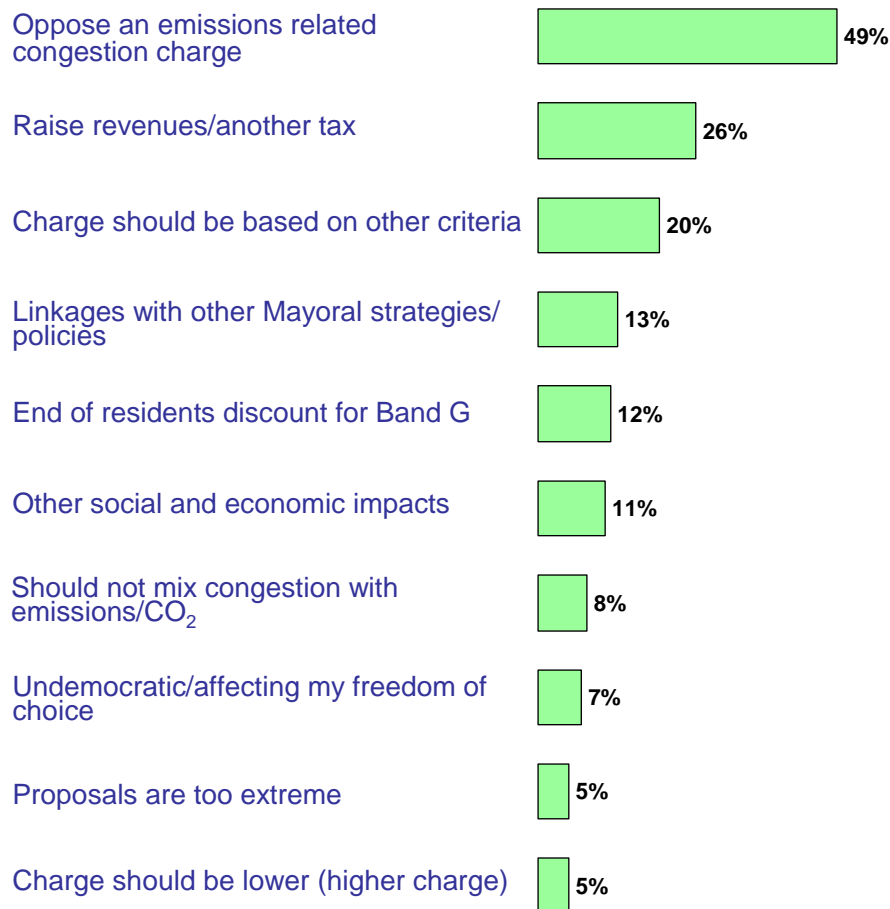
Source: Ipsos MORI

The ten most mentioned *issues* in the RBKC questionnaire are shown in the next chart.

Figure 23: RBKC questionnaire – Top 10 issues



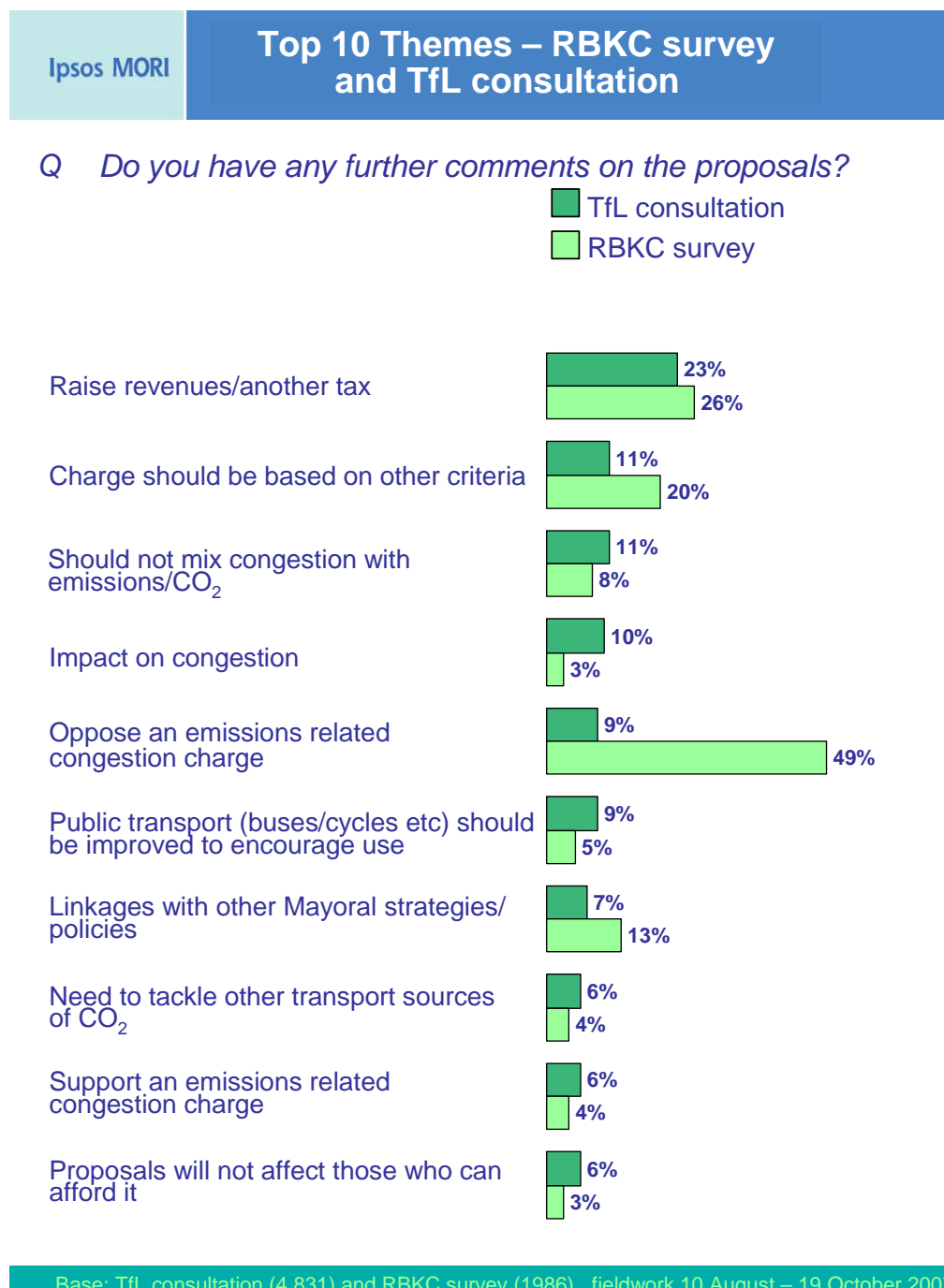
Q Do you have any further comments on the proposals?



Base: RBKC survey (1986 respondents), fieldwork 10 August – 19 October 2007

The issues raised by respondents in the RBKC survey differed from those mentioned by respondents in the TfL consultation. The chart highlights this by showing the ten most mentioned themes in the TfL consultation alongside the percentages who mentioned them in the RBKC survey.

Figure 24: RBKC survey compared to TfL consultation – differences in themes raised



The most notable differences are that opposition to the higher charge was mentioned in half (49%) of the RBKC responses and one in five (20%) said the charge should be based on other criteria. However, caution should be exercised in comparing the proportion whose comments expressed opposition in the RBKC survey to the proportion whose comments expressed opposition in the TfL consultation.

Aside from the issue of the very different methods of selecting respondents, the TfL consultation gave respondents an opportunity to rate the effectiveness of the 100% low CO₂ discount and the proposed increase for Band G and equivalent vehicles as incentives to use lower CO₂ reducing vehicles. Not all of the TfL consultation respondents who didn't believe the new charges would be effective made an explicit comment about their opposition to the proposals, just as not all of the TfL consultation respondents who believed the new charges would be effective made an explicit comment about their support for the proposals. The RBKC questionnaire did not contain questions that asked respondents to rate the effectiveness of the 100% low CO₂ discount and the proposed increase for Band G vehicles, so the open response was the only opportunity respondents had to express their opinions about the proposal. As such, it is likely to have produced a different type of response.

5.2.3 Selected Quotes from the RBKC survey

This section contains a selection of quotations from responses to the RBKC survey. As previously mentioned, the RBKC questionnaire did not contain any demographic information, so this is not included alongside the verbatim comments as was done for the TfL consultation. Similarly, it is not possible to reproduce analyses of the demographic characteristics of respondents mentioning a particular theme.

Many of the issues are similar to those raised by respondents in the TfL consultation. Issues mentioned more often than in the TfL consultation included the end of the residents' discount for Band G and equivalent vehicles:

I think it is totally unreasonable to increase the daily charge for many residents in the congestion zone from 80p to £25 per day.

£4 week too low - £125 week too high – suggest £45 - £50 for residents.

RBKC survey respondents also commented more frequently than in the TfL consultation that the proposals were undemocratic, too extreme or that the higher charge should be less.

In a democracy, people are entitled to make a choice as to what car they occasionally drive.

People should have the right to drive the car that they choose. Please do not increase the congestion charge.

It is the democratic idea which is wrong. That a political organisation (The Mayor Of London) supportably a majority drawn from a 25 square mile area (Greater London) should impose taxation on a 5 square mile area (Congestion Charge Zone).

This is simply another revenue raising tax sneaking a badly thought out pollution tax on the back of a scheme designed to help congestion. Undemocratic and unworthy. I oppose it, as will most sensible fair minded people.

This proposal seems ridiculous and too extreme. I suggest that punitive measures should only apply to new or newly purchased vehicles. Even then this proposal is too extreme. IT does make me wonder what has happened to freedom.

Against the idea. We have a Band G family estate car bought three years. We cannot afford to change cars, the transaction costs are too high – the differential £4 - £,125 pw is ridiculous and unfair.

I do not object to a higher emission charge. However the amount is much too high - £,10 would be more acceptable and a resident's discount of 90% should still be in place.

5.3 Alliance against Urban 4x4s

5.3.1 Methodology

The organisation 'Alliance against Urban 4x4s' conducted their own survey during the consultation period. TfL asked the Alliance for information about how they carried out the survey. This information is used in this section to describe the Alliance survey process.

The Alliance prepared postcards in late summer 2007 close to the start date of the TfL Consultation. They offered the cards for people to sign at public events such as the Big Green Gathering (only Londoners were allowed to sign). Additionally, the cards were distributed to work colleagues and associates in other NGOs.

At the public events, the Alliance explained the proposed plans as well as the current congestion charge situation. The cards mentioned the www.cclondon.com website as a source of information about the consultation and the proposals. The cards were sent to TfL in one batch as part of the Alliance's overall consultation response. There is no record of how many people these cards were sent out to but 274 were received by Ipsos MORI.

As outlined in Section 5.1 above, the postcard prepared by Alliance was not part of the main TfL consultation on the proposals. The postcard is reproduced at Appendix F. It should also be reiterated that these postcards were distributed independently by Alliance and the views cannot be taken as representative of the views of London as a whole.

The cards gave people three boxes to tick –

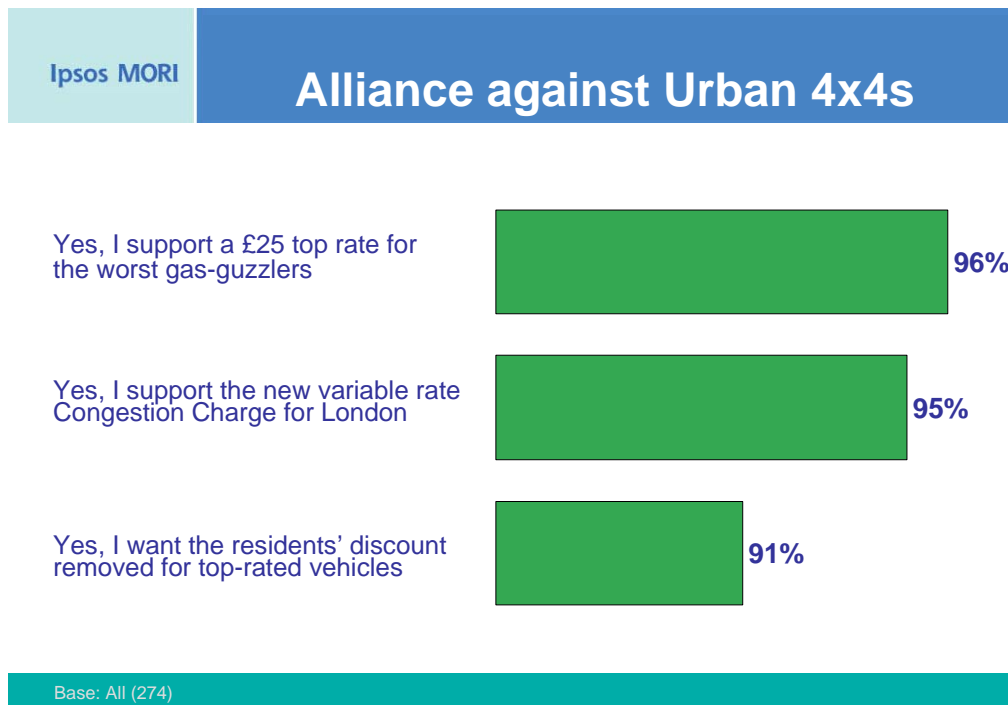
- Yes, I support the new variable rate Congestion Charge for London
- Yes, I support a £25 top rate for the worst gas-guzzlers
- Yes, I want the residents' discount removed for top-rated vehicles

The Alliance questionnaire did not contain demographic questions, so it has not been possible to analyse the data in terms of any differences between genders, age groups, ethnic groupings or car ownership. The lack of demographic questions also means that it has not been possible to compare the demographic profile of the Alliance questionnaire respondents to the demographic profile of London residents as a whole in order to judge the extent to which the respondents resemble the general population.

5.3.2 Main findings

The opinions from the Alliance questions are very much in support of the proposals. 95% support the new variable rate Congestion Charge, 96% support a £25 top rate for Band G and equivalent vehicles and 91% say they want the residents' discount removed for the top-rated vehicles.

Figure 25: Alliance against Urban 4x4s



5.4 Streetcar petition

Streetcar, a London based car hiring business submitted a letter from its founder, a petition signed by c.6,000 of its members and a number of member emails. The letter from the founder of the organisation was coded as a business response in the TfL consultation. The accompanying 35 page document of member emails was forwarded to TfL.

The petition signatories supported Streetcar's request for residential discounts to be available to congestion charging zone residents using car clubs and the following text was the statement which petitioners supported:

Streetcar's view is that it is not acceptable that car club members inside the congestion charging zone, some of whom have given up their own cars, now pay more to drive in the zone than non-members who have kept their own cars. This is contrary to the principles of emission based charging and to the policies of TfL and the Mayor to support car clubs and we have received many complaints from our members pointing this out to us. We have attached a petition from our members and a host of emails from individual members supporting our stance on this issue.